From the collection of the

San Francisco, California
2007

Digitized by the Internet Archive
in 2007 with funding from
Microsoft Corporation

http://www.archive.org/details/surveymidmonthly84survrich

LIBRARY OF PRINCETON
APR25 1949
THEOLOGICAL SEMINARY

SURVEY MIDMONTHLY

VOLUME LXXXIV, JANUARY-DECEMBER, 1948

(The *Survey Midmonthly*, beginning with the issue of January, 1949, was combined with *Survey Graphic* to form *The Survey*. The volume numbering will continue that of the *Midmonthly*, being for 1949, Volume LXXXV.)

SUBJECT and TITLE INDEX

About People, 27, 58, 88, 130, 172, 219, 238, 252, 284, 315, 349, 382
Adoption, 125, 169, 250, 344, 345
Adult education, East New York project, 12
Alaska, public welfare jobs in, 250
Alcoholism (common welfare), 215
Aldrich, C. Anderson, M.D., Lasker award, 377
Am. Ass. of Social Workers, 27, 142, 153
Am. Journal of Public Health, 164, 210, 233, 248, 310, 337, 371
Am. Overseas Aid—U. N. Appeal for Children, *see* $60,000,000 Question, 39
Am. Parents Committee, 125, 314
Am. Social Hygiene Ass., 87, 113
Am. Youth for World Youth, 251
Among the states (common welfare), 169, 214, 234, 249
Anderson, Joseph P., 139
Announcements (common welfare) 86, 126, 168, 216, 235, 251, 282
Apples plus oranges equals? Birt, 330
Aptitude tests, *see* The truth about aptitude tests, 327
Ass. for Improving the Condition of the Poor, *see Survey* Salutes CSS, 7
Attention, 81st Congress! Bates, 354
Baker, Helen Cody, tribute to, 375
Basic issues in social work, Mayo, 145
Belgium, exchange students from, 254
Benefits for Britons, Hill, 323
Beveridge report, 243
Birth certificates, 125
Birth control, 25
Bissell, Emily P., death of, 173
Blanchard, Ralph Harris, biographical sketch, 157
Blue, Dr. Rupert, death of, 173
Bond, Helen Judy, see Kinsey report, 113
Book reviews, 29, 57, 128, 170, 218, 237, 253, 283, 316, 346, 378
Handbook for social agency administration, Elwood Street (Reed), 223
Administration of group work, Louis H. Blumenthal (Sharpley), 346
Administration of the modern camp, ed. Hedley S. Dimock (Bates), 224
Administrative behavior, Herbert A. Simon (Trecker), 128
Child offenders, Harriet L. Goldberg, Johnson, 379
Contemporary American family, Ernest R. and Gladys Hoagland Groves (Robinson), 29
Decade of group work, ed. Charles E. Hendry (Ephraim), 346
Design for giving, Harold J. Seymour (Mattison), 170
Developing your child's personality, Gelolo McHugh (Kawin), 316
Encyclopedia of vocational guidance, Oscar J. Kaplan (Burr), 253
Executive director on the job, Margaret Logan Clark and Briseis Teall (Blumenthal), 29
Experimental designs in sociological research, F. Stuart Chapin (Crawford) 253
Family and civilization, Carle C. Zimmerman (Bernard), 128
Freud: On war, sex, and neurosis, ed. Sander Katz (Lucas), 218
Group experience and democratic values, Grace L. Coyle (Green), 237
Half a century in community service, Charles S. Bernheimer, Kraft, 378
How to interpret social welfare, Helen Cody Baker and Mary Swain Routzahn (Platt), 223
Introduction to the history of sociology, ed. Harry Elmer Barnes (Komarovsky), 346
Judy's journey, Lois Lenski (Mulder) 57
Lawless youth, Margery Fry (Alper), 347
Marriage counseling practice, John F. C. Cuber (Groves), 348
Negro year book—A review of events affecting Negro life, 1941-1946, ed. Jessie Parkhurst Guzman (Amidon), 128
On hospitals, S. S. Goldwater, M.D., (MacLean), 57
Organizing for community action, Clarence King (Mandel), 380
People and progress in social security, Karl de Schweinitz (Corson), 237
Practical nurse, Dorothy Deming (Kaye), 283
Practice of group therapy, ed. S. R. Slavson (Berman), 316
Problems of hospital administration, Charles E. Prall (Littauer), 317
Protestant Church and the Negro, Frank S. Loescher (Banner), 348
Psychotherapy in child guidance, Gordon Hamilton (Wolf), 218
Psychology in living, Wendell White (Brush), 221
Psychotherapy, practice and theory, Charles Berg, M.D. (Robinson), 379
Red wine first, Nedra Tyre (Springer), 57
Rehabilitation of the physically handicapped, Henry H. Kessler, M.D. (Copp), 218
Rural health and medical care, Frederick D. Mott, M.D. and Milton I. Roemer, M.D. (Davis) 381
Russell Sage Foundation, 1907-1946, John Glenn, Lilian Brandt, F. Emerson Andrews (Potter), 129
Service to children in institutions, Cecilia McGovern, (Hacker), 378
So you want to help people—a mental hygiene primer for group leaders, Rudolph M. Wittenberg (Burr), 129
Sociology of child development, James H. S. Bossard (Healy), 254
Studies of children, ed. Gladys Meyer (Holden), 316
Study of child welfare in a rural New York county, Abd-Eli-Hamid Zaki (Gane) 283; correction, 317
Study of hospital administration, Frank Hart and A. J. Waldegrave (Littauer) 317
Take off your mask, Ludwig Eidelberg, M.D. (Robinson), 379
The child and his welfare, Hazel Fredericksen (Tyler), 221
Therapy through interview, Stanley G. Law (Robinson), 379
Toward public understanding of casework, Viola Paradise (Schmidt), 237
Trends in social work, Frank J. Bruno (Simkhovitch), 170
Understanding society: the principles of dynamic sociology, Howard W. Odum (Bernard), 29
Why men work, Alexander R. Heron (Gray) 381
Youth in despair, Ralph S. Banay (Bender) 253
Youth, marriage and the family, Canadian Youth Commission Report, (Rainey), 379
Youth speaks out on citizenship, Canadian Youth Commission Report (Rainey) 379
Books and our children, Methven, 229
Brazil, *see* Int. Conf. of Social Work, 139
Breckenridge, Sophonisba P., death of, 251
Butzel, Fred M., death of, 224, 257
California, 235, 250
Canada, Polish D. P.'s to, 8
Cape, T. W., death of, 286
Carpenter, George L., death of, 173
Channels: 121, 210, 310, 336
Charity Organization Society, *see Survey* Salutes CSS, 7
Cheney, Clarence O., M.D., death of, 28
Chest goals should be higher, Ball, 265
Children:
AOA-UNAC, and, 39
books and, 229
care of, 185
deafness in, 310
delinquent, 122, 167, 313
Great Britain and, 243
group care for, 314
Int. Children's Emergency Fund, 39, 52
legislation for, 64, 250, 313, 314, 368
sociometric tests for, 41
vacations for needy, 211
(country over), 85, 125
(common welfare), 249, 345
see Hometown goes to Washington, 67
Children's prisons, Norman, 182
Child welfare: 337, 370
Chile, *see* Int. Conf. of Social Work, 139
China, *see* Int. Conf. of Social Work, 139
Cholera, WHO and, 53
Chronic disease, 66, 72, 123, 185, 250
Citizen participation, *see* Hometown goes to Washington, 67
Common welfare, the, 20, 52, 166, 214, 234, 249, 280, 311, 341, 373
Community: East New York project, 12
family and, 208
New Jersey crime rate and, 3
planning and, 299
Community: 49, 78, 211, 370
Community Blueprint, Buell, 246
Community Chests and Councils, Inc., 33, 49, 75, 246, 265, 277
Community organizations: *see* For communities' sake, 291;
see The youth council: a challenge, 332
Community Service Society, 100th anniversary of, 166; Survey salutes, 7
Community Surveys, Inc., Kansas City survey, 179
see Know what the what is, 299
Compass, the, 48
Condit, Abbie Harrison, death of, 173
Confessions of a groupwork statistic, Graner, 232
Congress on Mental Health (common welfare), 311
Cooperation: Local, state, national, international, Howard, 151
Corner, Dr. George W., *see* Kinsey report, 113, 178
Cotton, Dr. Henry A., Jr., death of, 286
Councils of social agencies, *see* Apples plus oranges equal? 330
Crime, see Vulnerability index, MacNeil, I. 3

"Dear Hellard", Henry, 212, 242, 289
Delinquency, *see* Children
Dental health, 185, 233
Designs for family living, Newman, 203
Devine, Edward T., death of, 84
memorial to, 137, 153
Devine, Thomas, editorial on, 321
Dionne, Ludger, *see* Flight to freedom, 8
Displaced persons, 8, 54, 55, 233, 280
District of Columbia, 235, 281, 314
Divorce, *see* Marriage
Education:
factor in social breakdown, 6
family and, 205
federal aid to, 368
see Hometown goes to Washington, 67
school-community relations, 12
Education for marriage:
In the classroom, Lowrie, 15
On the campus, Landis, 17
Egypt, see Int. Conf. of Social Work, 139
cholera in, 53
Eisenbud, Dr. Jule, *see* Kinsey report, 113
Employment
factor in social breakdown, 5
family and, 204
older workers, 2
England, see Int. Conf. of Social Work, 139
Environment and adjustment, Ihlder, 50
Epileptics, community adjustment of, 164
Epitomes: 48, 121, 164, 210, 233, 248, 309, 336, 370
Essentials for national health, Ewing, 185, 308
Europe, social work in, 33, 45
European recovery program, *see* $60,000,000 question, 39
Everybody benefits *when* everybody gives *enough*, Ford, 258
Everybody's problem—everybody's interest, Johnston, 208
Families first, *film*, 352
Family, 24, 25, 95, 197, 344
Family Allowances Act, Great Britain and, 243
Family Consultation Service, 340
Family drama, *poem*, McGregor, 226
Family is the anvil, Frank, 197
Family Service Association of America, 122
Family Unit Reporting System, 299
Federal Security Agency, 213
Federated financing, *see* Whither federation? 277
Flanagan, Monsignor Edward J., death of, 224
Flight to freedom, Fenner, 1, 8
Florida, 85, 124, 250
For a better future, Offenberg, 338
For communities' sake, Rich, 291
Frank, Lawrence K., *see* Kinsey report, 113
From a European colleague, 226
From doubtful soil, Mattinson, Rome *Sentinel* objection, 66
Frontiers in human welfare, *see Survey* Salutes CSS, 7
Function of social welfare, Bondy, 50
Gardiner, Harold C., S. J., *see* Kinsey report, 113
Geriatrics, 2, 185
Germany, casework in, 45
social work in, 226
social work school in, 338
Getting services to people, Meyer, 187
Grant Foundation, *see* Know what the what is, 299
Gratitude, Mulder, 77
Great Britain's new social security, Hill, 241, 243, 322
Groupwork, 41, 310
Harlem project, the (common welfare) 167, 242
Harper, Fowler V., *see* Kinsey report, 113, 178
Hawley, Dr. Paul R., 58
Haynes, George E., 139
Health, 67, 85, 123, 124, 185, 249, 308
Health insurance, 23, 83, 185, 368
Hear ye, hear ye, 290
Heller, Dr. John R., *see* Kinsey report, 113
Here in Washington, Schroeder, 21
Highlights: 122, 248
Hillkowitz, Dr. Philip, death of, 59
Heffer, Joe R., 238
Holmes, Lydia Banning, death of, 350
Home care, E. M. Bluestone, M.D., 99
Hometown goes to Washington, Robinson, 67
Housing, 5, 52, 67, 204, 367, 368
Human Rights, U. N. Commission on, 54
"I'd Try Anything," 303, 354
Illinois, 169, 215
In the classroom, Lowrie, 15, 225
India, *see* Int. Conf. of Social Work, 139
Intelligence tests, *see* The truth about aptitude tests, 327
Intergovernmental Committee on Refugees, 8
Int. Children's Emergency Fund, 39, 52, 139, 281
Int. Committee for Mental Hygiene, 311
Int. Conf. of Social Work, 27, 86, 139, 144
Int. Congress on Mental Health, 168, 311
Int. Labor Organization, 139
Int. Refugee Organization, 139
Job description, editorial, Devine, 34
Journal of Psychiatric Social Work: 121, 233, 310
Journal of Social Casework: 48, 79, 164, 211, 233, 309, 336, 370
Junior League: 79, 122
Juvenile delinquency, 182, 212, 214, *see* Children
Kansas, 215, 313
Kansas City, welfare department in, 35, community survey in, 179
Kentucky, 169
Kinsey report, the, Close, 113, 178
Kiser, Clyde V., *see* Kinsey report, 113
Knight, Howard R., 139, 153
Know what the what is, Buell, 299
Labor acts for a better community, Rieve, 267
Lasker awards, 251, 252, 377
Laymen and professionals in social work, Anderson, 151
Legal aid for agencies, Buttenweiser, 306
Legislative previews (country over) 56
Magic works department, Alexander, 227
Mailbag roundup (common welfare) 234, 250, 281, 313, 344
Marriage:
counseling, 15, 17, 25
divorce and, 25
domestic relations clinics, 26
education for, 15, 17
in college, 15, 17
see Nat. Conf. on Family Life, 197 ff
Maryland, 169
Massachusetts, anti-discrimination, 215
delinquency control in, 214, 313
Medical care, 185 ff
research, 22
scholarships, 249
service, prepaid, 249
Mead, Margaret, *see* Kinsey report, 113
Meals for Millions Foundation, 52
Meeting the reality of fear—report of the National Conference, Robinson, 153
Memo for D. A., Lake, 101, 178
Mental health, 105, 185, 210, 249, 303, 310, 311, 336, 344, 354
Michigan, 124, 169, 235, 251, 314, 345, 377
Miller, Dr. James Alexander, death of, 286
Mississippi, health legislation in, 249
Missouri, 56, 214, 234, 249
Montana, 85
Mr. Anonymous of Bell Street, tribute to William A. Volker, 20
Mr. Chairman, 50, 109
Nat. Assistance Act, Great Britain and, 243
Nat. Comm. on Children and Youth, 85
Nat'l Conf. of Social Work, 27, 86, 139, 153
Nat'l Conf. on Family Life, 177, 197 ff
Nat'l Conf. on Social Welfare Needs and Workshop of Citizen's Groups, *see* Hometown goes to Washington, 67
Nat'l Health and Welfare Retirement Plan, 326
Nat'l Health Assembly, 85, 177, 185ff
Nat'l Health Council, 168
Nat'l Health Service Act, Great Britain and, 243
Nat'l Heart Institute, 123, 280
Nat'l Insurance Act, Great Britain and, 243
Nat'l Mental Health Act, 233
National myth, a, Ashton, 359
Nat'l Social Welfare Assembly, 68
Nat'l Travelers Aid Association, 11
Nation's health, a ten-year program, 308
Negroes, crime and, 107
"Think on These Things," booklet, 127
health problems of, 186
anti-discrimination laws, 214
New Jersey, 3, 56, 281, 345, 377
New York, 56, 124, 214, 234
New York School of Social Work (*see Survey* Salutes CSS) 7, 166
Norris, Anne C., death of, 252
Nursing, family and, 210
state legislation on, 249
Nursing home placement, Ryder, 102
Nutrition, *see* Nat'l Health Assembly, 185ff
Obituaries:
Baker, Helen Cody, 375
Bissell, Emily P., 173
Blue, Dr. Rupert, 173
Bousfield, Dr. Midian O., 89
Breckenridge, Sophonisba P., 251
Butzel, Fred M., 224
Cape, T. W., 286
Carpenter, George L., 173
Cheney, Clarence O., M.D., 28
Condit, Abbie Harrison, 173
Cotton, Dr. Henry A., Jr., 286
Flanagan, Monsignor Edward J., 224
Hillkowitz, Dr. Philip, 59
Holmes, Lydia Banning, 350
Miller, Dr. James Alexander, 286
Morris, Anne C., 252
Pinner, Dr. Max, 89
Pray, Kenneth L. M., 89
Rea, Mary O'Reilly, 59
Salomon, Dr. Alice, 350
Stern, Frances, 59
Terry, W. S., Jr., 286
West, James E., 224
Office of Civilian Defense, lessons of, 291
Office of Organization for War Services, 291
Office of Vocational Rehabilitation, 123
Old age, 2, 185
On the campus, Landis, 17
Overdue blueprint, Rogers, 308
Page from a Berlin caseworker's diary, 45, 98
Paint job, the, Peters, 47
Parran, Dr. Thomas, Devine, 65, 83
Part time mental clinics, Ecob, 105
Pennsylvania, 85, 125, 169, 345
Planned Parenthood (common welfare) 343
Poland, see Int. Conf. of Social Work, 139
100 D. P.'s, *see* Flight to freedom, 8
Population trends, 4
Prisons for children, 182
Private practice: an exploratory inquiry, Rockmore, Ryerson, Weller, 109
Probation officers, 182
Prostitution, law enforcement, 93
Protective services, 291
Psychiatric social work, 109, 121, 233
Public assistance, 210, 280, 309, 341
Public health, 23, 185, 235
Public Health Nursing: 78, 122, 165, 210, 337, 371
Public relations, social agencies and, 227
Public Welfare: 165, 309, 341
Race relations, 5, 41, 214, 332
Rallying point for the world—report of the Int. Conf. of Social Work, Close, 139
Rea, Mary O'Reilly, death of, 59
Reception room, *poem*, Gilbert, 231
Recommendations for health, reports from National Health Assembly, 195
Reconstruction (common welfare) 342
Recreation, *see* Hometown goes to Washington, 67
Recreation: 49, 78, 164, 211, 248, 336, 371
Red feather surveys the citizen, Abel, 75

Rees, Dr. John R., 311
Rehabilitation, 185, 236
Riley, John W., Jr., *see* Kinsey report, 113
Roles of governmental and voluntary agencies, Johnson, 149
Rusk, Howard A., M.D., Survey award to, 137, 153
Russell Sage Foundation (*see Survey* Salutes CSS), 7
Salomon, Dr. Alice, death of, 350
Sand, Rene, 139
Sark, H.M.L.H., 139
Scheele, Dr. Leonard A., 83
School lunch program, 26
Schroeder, Rilla, 55
Security begins at home, Ewing, 148
Sex hygiene, 95
Sexual behavior in the human male, Kinsey, Pomeroy, Martin, 113
So They Say, 33, 66, 98, 178, 225, 242, 257, 289, 322, 354
Social agencies, public relations and, 227
Social breakdown, *see* Vulnerability index, 3
Social casework, 109, 309, 336
Social Commission (UN), 139
Social Hygiene Meeting, 87
Social insurances, 368
Social planning, 246
Social Security, 67, 82, 112, 121, 177, 213, 243, 323, 341
Social welfare attache program, Kernohan, 355
Social work, purpose, 50
in Germany, 226, 338
salaries, 309
Social work and democracy, Lindeman, 146
Social work and the law, 306
Social Work Journal: 121, 309
Social Work looks at itself (common welfare), 166
Social workers' pension, Bruere, 326
Sociometry in action, Jennings, 41
Sixty million dollar question, Brunot and Sweet, 39
Statistics that make sense, Elder, 2, 11
Stern, Frances, death of, 59
Stevenson, Dr. George S., 311
Survey award, 65, 137, 153
Survey Salutes—CSS, 7
Survey, volunteer staff, 97
Survey, the, 1949 model, Kellogg, 353
Swope, Gerard, 49
Terry, W. S., Jr., death of, 286
The Group: 79
Texas, 175
"The Big Boob," Faran, 340
Thoughts on social planning, Kruse, 246
Toward unity through diversity, Robinson, 199
Town meeting by mail, 290, 295, 363
Trusteeship—A.D., 1948, Mag, 179
Truth about aptitude tests, Barnett, 327, 354
Unemployment insurance, 234
United Nations, 39, 53, 54, 86, 217, 311
Universal military training, 124
UNRRA, 8, 39
USES, 48
USO—Back on the job, Kimball, 261, 291
Venereal disease, 87, 113, 124, 314
Veteran's administration, 48
Village is my client, Harlow, 357
Virginia, 56, 125, 169, 215, 251, 344
Vocational guidance, *see* Truth about Aptitude tests, 327
Volker, William, 1, 20, 35
Volunteer-professional relationships: Challenge or impasse? Van Slyke and Meyer, 80
Volunteers, 73, 78, 273
Volunteers, mobilization of civilian, 291
Volunteers', notebook, Patten, 367
Vulnerability index, MacNeil, 1, 3, 98
Washington Byways, 55, 112, 163, 213
Washington Roundup (common welfare) 280
Washington (state), 124
Welfare, federal department of, 368
Welfare for everybody, Lake, 35
West, James E., death of, 224
What our health needs are, Potter, 189
When labor joins in making policy, Murphy, 267
Where health needs meet, Howe, 193
Whither federation? Ford, 277, 372
Who will pay the costs? Davis, 191
Why we give, Brandt and Devine, 271
Why we volunteer, Pennock and Robinson, 273
Women's Bureau, U. S., 163
Work relief, 234
Workers' education, 112
Workmen's compensation, 234
World Federation for Mental Health, 311
World Health Organization, 53, 139, 213, 280, 311
YWCA, 342
Youth council, the, Eisenstein, 332
Youth council in action, Rowe, 360
Youth guidance center, 345
Youth month, 241
Zimmerman, Carle C., *see* Kinsey report, 113

AUTHORS INDEX

Abel, Barbara, Red feather surveys the citizen, 75
Alexander, C. A., Magic works department, 227
Alper, Benedict S. (book review) *Lawless youth*, Fry and others, 347
Amidon, Beulah (book review) *Negro yearbook, 1941-1946*, 128
Anderson, Joseph P., Laymen and professionals in social work, 150
Anderson, K. Elizabeth, Survey Montana correspondent, 85
Aseltine, John, What is an educational committee, 248
Ashton, Elma H., A national myth, 359
Baird, Virginia W., Survey Michigan correspondent, 169, 235, 251, 314, 345, 377
Ball, Raymond N., Chest goals *should* be higher, 265
Banner, William A. (book review) *The Protestant Church and the Negro*, Loescher, 348
Barnett, Gordon J., Truth about aptitude tests, the, 327, 354
Bates, Barbara Bent, Attention 81st Congress, 368
(book review) *Administration of the modern camp*, Dimock, 224
Bellsmith, Ethel B., Recent developments in treatment in mental hospitals, 310
Bender, Laurette, M.D. (book review) *Youth in despair*, Banay, 253
Benson, Donald S., Survey New Jersey correspondent, 345, 377
Berens, Conrad, M.D. and Foote, Franklin M., M.D. Penicillin or silver nitrate as a prophylactic agent, 371
Berman, Leo, M.D. (book review) *The practice of group therapy*, Slavson, 316
Bernard, L. L. (book review) *Family and civilization*, Zimmerman, 128
(book review) *Understanding society*, Odum, 29
Birt, Crarles, Apples + Oranges = ? 330
Bluestone, E. M., M.D., Home care, 97, 99
Blumenthal, Louis H. (book review) *Executive director on the job*, the, Clark and Teall, 29
Bond, Helen Judy, see Kinsey report,, 119
Bondy, Robert, E., Function of social welfare, the, 50, 178
Bradford, Leland, P., Human relations training, 79
Brandebury, Alice, Survey Alaska correspondent, 250
Brandt, Lilian and Devine, Thomas, Why we give, 271
Bruere, Henry, Social workers' pensions, 326
Brunot, James and Sweet, Lennig, $60,000,000 question, the, 39
Brush, A. Louise, M.D. (book review) *Psychology in living*, White, 221
Buell, Bradley, Know what the what is, 299
Bull, Rose Weston, Survey Boston correspondent, 314
Burr, Emily Thorp (book review) *Encyclopedia of vocational guidance*, Kaplan, 253
(book review) *So you want to help people*, Wittenberg, 129
Buttenweiser, Helen L., Legal aid for agencies, 306
Carrell, Barbara, From city to country, 211
Caswell, J. Edgar, Survey Washington, D. C., correspondent, 235
Cervinski, Bernadine, Survey North Dakota correspondent, 235
Close, Kathryn, Kinsey report, the, 113
Rallying point of the world—Report of the Int. Conf. of social work, 139
Copp, Tracy (book review) *Rehabilitation of the physically handicapped*, Kessler, 218
Corner, Dr. George W., see Kinsey report, 113
Corson, John J. (book review) *People and process in social security*, de Schweinitz, 237
Cotter, James C., Whither federation? 372
Crawford, W. Rex (book review) *Experimental designs in sociological research*, *Chapin*, 253
Currlin, Alice B., Survey Texas correspondent, 175
Daniel, Thomas H., Promoting good public relations, 165
Davis, Michael M., Who will pay the costs? 191
(book review) *Rural health and medical care*, Mott and Roemer, 381
Devine, Thomas, Job description (edit.) 34
Dr. Thomas Parran, editorial, 65
Town meeting by mail, 290
What makes progress, editorial, 97
Devine, Thomas and Brandt, Lilian, Why we give, 271
Drewry, Marguerite, drawings, 100ff
Ecob, Katharine G., Part time mental clinic, 97, 105
Eisenstein, Morris L., Youth council, 332
Elder, Jeannette M., Statistics that make sense, 2, 11
Ephraim, Miriam R. (book review) *Decade of group work*, Hendry, 346
Ewing, Oscar R., Essentials for national health, 185
Security begins at home, 148
Faran, Angeline L., "The big boob," 340
Fenner, Jessamine, Flight to freedom, 1, 3
Field, Minna and Schless, Bessie, Extension of medical social services, 79
Fisher, Ralph T., Survey New Jersey correspondent, 281
Ford, Henry, II, Everybody benefits *when* everybody gives *enough*, 258
Ford, Lyman S., Whither federation? 277, 372
Fosdick, L. S., Theoretical considerations concerning caries control, 233
Fowler, R. P., Even with the law on our side, 337
Frank, Lawrence K., Family is the anvil, 197
Friedman, Dr. Paul, Can freedom be taught? 233
Gamble, Constance S., Survey Virginia correspondent, 125, 169, 251, 344
Gane, E. Marguerite (book review) *A study of child welfare in a rural New York county*, Zaki, 283
Gerofski, Ruth, Patient faces epilepsy, 165
Gilbert, Ruth, Reception room, a poem, 231
Glenn, Robert C., Survey Pennsylvania correspondent, 125

Graner, Ludwig A., Confessions of a group-work statistic, 232
Gray, Robert J. (book review) *Why men work*, Heron, 381
Green, Helen D. (book review) *Group experience and democratic values*, Coyle, 237
Griffing, Ethel, "And must now have transferred property," 309
Groves, Gladys Hoagland (book review) *Marriage counseling practice*, Cuber, 348
Hacker, Byron T. (book review) *Services to children in institutions*, McGovern, 378
Hall, Helen. Speak from experience, 121
Hall, Joan Wilkinson, Beginning of reason, 122
Hamilton, Gordon, Helping people—the growth of a profession, 309
Harlow, Harold C., Jr., The village is my client, 357
Harper, Fowler V., see Kinsey report, 116
Healy, William (book review) *Sociology of child development*, Bossard, 254
Hecht, George J., report from, 314
Henry, Rachel, "Dear Hellard," 212
Hill, John G., Great Britain's new social security, 241, 243
Benefits for Britons, 323
Holden, Marjorie A. (book review) *Studies of children*, Meyer, 316
Howard, Donald S., Cooperation: local, state, national, international, 151
Howe, Quincy, Where health needs meet, 193
Hubbard, Ruth W., R. N., Nursing for health in tomorrow's family, 210
Ihlder, John, Environment and adjustment, 50
Jackson, Edith B., M.D., General reactions of mothers and nurses to rooming-in, 164
Jennings, Helen H., Sociometry in action, 41
Jetter, Lucille E., Some emotional aspects of prolonged illness in children, 165
Johnson, Arlien, Roles of governmental and voluntary agencies, 149
Johnson, Lillian J. (book review) *Child offenders*, Goldberg, 378
Johnson, Mary-Claire, Survey Illinois correspondent, 169
Johnston, Eric A., Everybody's problem—everybody's interest, 208
Jones, Dr. Emlyn, Survey Pennsylvania correspondent, 85, 169, 345
Josselyn, Dr. Irene M., The caseworker as therapist, 336
Kawin, Ethel (book review) *Developing your child's personality*, McHugh, 316
Kaye, Bessie T., R. N. (book review) *The practical nurse*, Deming, 283
Kellogg, Paul, The Survey—1949 model, 353
Thomas Devine, 321
Kernohan, Frances K., Social welfare attache program, 355
Kimball, Lindsley F., USO—Back on the job, 261
Komarovsky, Mirra (book review) *An introduction to the history of sociology*, Barnes, 346
Kraft, Louis, (book review) *Half a century in community service*, Bernheimer, 378
Kraus, Hertha, *see* From a European colleague, 226
Kruse, Arthur H., Thoughts on social planning, 246
Kumarappa, J. M., Message from India, 140
Lake, Eleanor, Memo for D. A., 107
Welfare for everybody, 35
Landis, Judson T., On the campus, 17
Lasker, Bruno, Edward T. Devine, 84
Lindeman, Eduard C., Social work and democracy, 146
Linford, Alton A., Social security: prop or pillow?, 121
Littauer, David, M.D. (book review) *Problems of hospital administration*, Prall, 317
(book review) *A study of hospital administration*, Hart and Waldegrave, 317
Lowrie, Samuel H., In the classroom, 15
Lucas, Leon (book review) *Freud: On war, sex and neurosis*, ed. by Katz, 218
Mac Lean, Basil C., M.D. (book review) *On hospitals*, Goldwater, 57
Mac Neil, Douglas H., Vulnerability Index, the, 1, 3
Mag, Arthur, Trusteeship—A.D. 1948, 179
Mandel, Arch (book review) *Organizing for community action*, King, 380
Mann, James, M.D., Human relations in public health nursing, 371
Mattison, Gorman E. (book review), *Design for giving*, Seymour, 170
Mayo, Leonard W., Basic Issues in social work, 145
McCready, Pauline I., Something money couldn't buy, 78
McGregor, Agnes C., Family drama, a poem, 226
McLean, Dr. Basil C., Hospital as a community health agency, 78
Menninger, Dr. William C., Recreation and mental health, 336
Methven, Mildred L., Books and our children, 229
Meyer, Agnes, Getting services to people, 187, 266
Volunteer—professional relationships, 80
Mizen, Mamie L., Survey Washington D. C. correspondent, 281, 314
Mulder, Cosette G., Gratitude, 77
(book review) *Judy's journey*, Lenski, 57
Murphy, John, When labor joins in making policy, 267
Nagy, John S., Families at play, 248
Newman, Julia P., Designs for family living, 203
Norman, Sherwood, Children's prisons, 182
Offenburg, Maria, For a better future, 338
O'Shea, Bernard J., Summer camping values, 78
Parsons, Jack R., Changing uses of children's institutions, 370
Patten, Marjorie, Volunteers notebook, 367
Pennock, Clarice and Robinson, Marion, Why we volunteer, 273
Pickett, Clarence, Value of the individual, 151
Peters, Mary Overholt, Paint job, the, 47
Piore, Nora, Washington Byways, 112, 163
Plapinger, Mildred, Grandma Moses receives callers, 370
Platt, William A. (book review) *How to interpret welfare*, Baker and Routzahn, 223
Potter, Ellen C., M.D., What our health needs are, 189
(book review) *Russell Sage Foundation 1907-1946*, Glenn, Brandt, Andrews, 129
Proctor, Dr. Donald F. and Willard, Dr. William R., Results and problems after four years of a conservation of hearing program, 310
Rainey, Homer P. (book review) *Youth, marriage and the family*, Canadian Youth Commission Report, 379
(book review) *Youth speaks out on citizenship*, Canadian Youth Commission Report, 379
Reed, Elizabeth, R. N., Survey Florida correspondent, 85, 250
Reed, Ellery F. (book review) *A handbook for social agency administration*, Street, 223
Rich, Wilmer Shields, For communities' sake, 291
Town meeting by mail, 363
Rieve, Emil, Labor acts for a better community, 267
Riley, R. H., M.D., Survey Maryland correspondent, 169
Robinson, Marion, Hometown goes to Washington, 67
Meeting the reality of fear—Report of the Nat. Conf. of Social Work, 153
Toward unity through diversity, 199
(book review) *Contemporary American family, the*, Groves, 29
(book review) *Psychotherapy, practice and theory*, Berg, 379
(book review) *Take off your mask*, Eidelberg, 379
(book review) *Therapy through interview*, Law, 379
Robinson, Marion and Pennock, Clarice, Why we volunteer, 273
Rockmore, Myron John, Private practice: an exploratory inquiry, 109
Rogers, Edward S., M.D., Overdue blueprint, 308
Rost, William H., Survey West Virginia correspondent, 234
Rowe, Thomas A., Youth council in action, 360
Ryder, Margaret B., Nursing home placement, 97, 102
Ryerson, Rowena and Weller, Elizabeth, Private practice: exploratory inquiry, 109
Sailer, William P., Public assistance needs a new role, 210
Sand, Dr. Rene, Social work in western Europe, 144
Schless, Bessie and Field, Minna, Extension of medical social services into the home, 79
Schmidt, Frances (book review) *Toward public understanding of casework*, Paradise, 237
Schmidt, Lois, Survey Kansas correspondent, 313
Schroeder, Rilla, Here in Washington, 21
Schulze, Susanne, Professional training and staff development, 337
Sharpley, Lilian (book review) *The administration of group work*, Blumenthal, 346
Shetland, Margaret R. N., Communicable disease nursing—1948, 337
Shyne, Ann W., The economic position of social workers in the U. S., 309
Simkhovich, Mary K. (book review) *Trends in social work*, Bruno, 170
Sorokoff, Hyman, Nobody does nuttin' for nobody for nuttin', 12
Spergel, Irving, Everybody dances, 165
Springer, Gertrude (book review) *Red wine first*, Tyre, 57
Tribute to Helen Cody Baker, 375
Stark, Mary H., Casework service at intake in a day nursery, 211
Steinlein, Cecilia R., Casework in a psychiatric hospital, 121
Tartar, Ida, Survey Kentucky correspondent, 169
Thomas, Maurice J., Unifying health services through public education, 122
Tousley, Clare M., Edward T. Devine, 84
Trecker, Harleigh B. (book review) *Administrative behavior, Simon*, 128
Tyler, Moss (book review) *The child and his welfare*, Fredericksen, 221
Van Slyck, Katharine Rogers, Volunteer-professional relationships, 80
Webster, Effie, Ruin and restoration, 79
Weller, Elizabeth and Ryerson, Rowena, Private practice: exploratory inquiry, 109
White, Henry B., Survey California correspondent, 235, 250
Wileden, A. F., Recreation trends in the rural community, 371
Willard, Dr. William R. and Proctor, Dr. D. F., Results and problems after four years of a conservation of hearing program, 310
Williams, Frank R., Survey Arizona correspondent, 235
Wittman, Milton, Some objectives in training for psychiatric social work, 233
Wolf, Anna W. M. (book review) *Psychotherapy in child guidance*, Hamilton, 218
Zimmerman, Kent A., M.D., Beginnings of a mental health program in a state and local department of health, 210
Ziskind, Louis, The caseworker's relation to shock therapy, 370

SURVEY MIDMONTHLY

VOL. LXXXIV NO. 1 JOURNAL OF SOCIAL WORK JANUARY 1948

In his article on "The Vulnerability Index" Douglas MacNeil recognizes that he is sticking his neck out. In his letter of transmittal, Mr. MacNeil said:

"In submitting this article about our experiment to *Survey* readers, we want to make it clear that we are describing work in progress. We may carry the project further only to decide that our first optimistc reactions are unjustified. We may rip it apart and start all over again with other factors than those which now are considered to be most significant. We believe, even so, that our work may have interest beyond the limits of our office walls. We are, therefore, delighted to have the chance to expose our baby to the harsh realities of life in the world outside our ivory tower. The article has been slanted toward your 'new tool' series and I hope that readers will write in about it."

This is an account of an important pioneer effort in an overneglected field of social work. Controversy is the least that should be anticipated.

A WELFARE DEPARTMENT FOR ALL

This month the *Survey* pays tribute to the man who for nearly half a century was the first citizen of Kansas City (see page 20). William Volker organized and presided over the first municipal welfare department in the United States. Dr. Hayes Richardson, present director of that department, has written an article for our next issue telling of the present uncommon program which stems directly from the vision of its organizers. Dr. Richardson was the first to comment on the meetness of the bond issue for Kansas City improvement being passed the same day that William Volker died.

STORY BEHIND THE NEWS

Last summer a Canadian industrialist made the news in a mildly controversial way when he decided to help himself and at the same time make a contribution to the DP problem by flying 100 Polish girls from a DP camp in Germany to Canada to work in his mill in St. Georges de Beauce, Quebec. This month *Survey Midmonthly* presents the story of this somewhat unusual project, told from the point of view of the girls themselves, by Jessamine Fenner, the social worker who helped make the arrangements and who, since her return from Germany, has visited the girls in their new Canadian home. (See "Flight to Freedom," page 8.)

THE DAYS AND THE WEEKS

Washington's and Lincoln's birthdays are not the only days scheduled for observance in the coming month. Health, welfare, and religious groups have staked out more than half the remaining time.

—February 4 is Social Hygiene Day—"A Million Cases Missing." Although virtually every case can be rendered noninfectious, only a third of the new cases are reported as treated.

—February 8-14 is National Heart Week—"One Out of Three" dies of heart disease.

—The third week in the month is American Brotherhood Week. President Truman starts his letter, accepting the honorary chairmanship, by saying: "As never before the world needs brotherhood. The family of nations must practice brotherhood now if it is to have peace in the future."

The month ends with a Red Cross Sabbath and a Red Cross Sunday as prelude to the fund appeal which runs through March. Few special weeks or days are anticipated during that month.

CITIZENS AND SOCIAL WELFARE

In Washington on January 26 to 28, social workers and representatives of citizen groups—civic, fraternal, women's, veterans—will meet together to hear reports on current social welfare needs and to plan ways for getting nationwide understanding and support for meeting those needs. Jointly sponsored by the National Social Welfare Assembly and the advisory committee on citizen participation of Community Chests and Councils, Inc., the meetings will be devoted, for the first two days, to reports of seven commissions which will give facts about America's welfare needs, and make action proposals. The third day will see a galaxy of workshop groups going at the facts and proposals in terms of citizen action. *Survey Midmonthly* has it on the docket to bring a report of these meetings to readers in the March issue.

STATISTICS MADE EASY

A social worker from Finland who has been touring the United States to observe programs and search out ideas to take back home, recently appeared on the doorstep of the National Travelers Aid Association in New York asking for copies of that organization's new statistical forms,

which, said he, were the best he had seen during his sojourn here. That the documents are in good repute at home as well as abroad, is the testimony of Jeannette M. Elder, NTAA's social statistician, who gives in this issue (see page 11) a brief description of the innovation.

HONORS

To Lawrence K. Frank, director of the Caroline Zachry Institute of Human Development, and Catherine MacKenzie, parent-child editor of *The New York Times,* jointly the annual $1,000 Lasker Award of the National Committee for Mental Hygiene, given in 1947 for "contributions to popular adult education in mental health, especially concerning parent-child relationships." . . . To Dr. Florence R. Sabin, physician and scientist, the annual Federation Award of the American Woman's Association, for her notable contribution to her profession and for her "vision, integrity and valor." Also, an honorary fellowship in the American Public Health Association for her extraordinary achievements in improving the public health program in Colorado. (See "Dr. Sabin's Second Career," *Survey Graphic,* February 1947.) . . . To Dr. William W. Bauer, director of the bureau of health education of the American Medical Association, the 1947 Elisabeth Severance Prentiss National Award in Health Education by the Cleveland Health Museum.

To Dr. Henry H. Kessler, member of the New Jersey Rehabilitation Commission and president of the National Council on Rehabilitation, the first lay award for meritorious service in rehabilitation, by the National Rehabilitation Association. . . . To Holland Hudson, director of rehabilitation service for the National Tuberculosis Association, the association's first professional award for service in the same field.

To the Quakers in the United States and in Britain—the American Friends Service Committee in Philadelphia and the Friends Service Council in London—the Nobel Peace Prize for 1947 ($38,990) because they had "rendered splendid service during the war and have done something important for peace." . . . To Joseph J. Schwartz, European director of the American Joint Distribution Committee, Dr. C. Charles Burlingame, psychiatrist in chief at the Institute of Living in Hartford, and James T. Nicholson, executive vice-president of the American National Red Cross elevation to the French Legion of Honor, for their services to the French people during and since the war. . . . To Commissioner Ernest I. Pugmire, national commander of the Salvation Army, the Haakon VII Liberation Cross, bestowed by the King of Norway "in grateful recognition of what the Salvation Army in the United States has done for Norway during and after the war."

To Julian J. Reiss, former member of the New York State Commission against Discrimination, and Clarence T. Hunter, president of the Catholic Interracial Council of St. Louis, the James J. Hoey Awards for Interracial Justice for 1947.

SENIOR CITIZENS

Workers in all the social services —recreation, health, welfare, and education—are devoting increased attention to serving "older adults." All recognize that employment and the attitude of industry are basic problems. There is much hope in a recent report of New York State Senator Thomas C. Desmond, chairman of the Joint Legislative Committee on the Problems of Aging. Querying 1,000 employes, the committee found that industries, large and small, had a new recognition of the value of older workers. Industry now believes that they are more loyal, are absent less, and produce as much as younger employes. Advantages listed over the younger worker are: (1) more experience, which eliminates wasted motions; (2) less inclination toward outside distractions; and (3) greater conscientiousness arising from longer service and more mature attitudes.

SURVEY ASSOCIATES, INC.

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publishers of

Survey Midmonthly — Survey Graphic

Subscription to either—Domestic: Year $4; 2 years $6; Canadian and Foreign: Year $4.50; 2 years $7; *Joint subscription*—Domestic $6; Canadian and Foreign $7. Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus.

JOSEPH P. CHAMBERLAIN, *chairman of the board;* RICHARD B. SCANDRETT, JR., *president;* JOHN PALMER GAVIT, AGNES BROWN LEACH, *vice-presidents;* ANN REED BRENNER, *secretary.*

Survey Midmonthly

PAUL KELLOGG, *editor.*

THOMAS DEVINE, *executive editor.*

MARION ROBINSON, *associate editor.*

BEULAH AMIDON, ANN REED BRENNER, GEORGE BRITT, KATHRYN CLOSE, MICHAEL M. DAVIS, DANIEL S. GILLMOR, HARRY HANSEN, FLORENCE LOEB KELLOGG, LOULA D. LASKER, KATHLEEN SPROUL, *associate editors;* CORA EMME, *assistant editor.*

(Honorary) EDWARD T. DEVINE, JOHN PALMER GAVIT, ALAIN LOCKE, LEON WHIPPLE, JOANNA C. COLCORD, MOLLIE CONDON, RUSSELL H. KURTZ, BRADLEY BUELL, *contributing editors.*

WALTER F. GRUENINGER, *business manager;* ROSAMOND LEE, *circulation manager;* EDWIN F. O'HALLORAN, *advertising manager;* ANNE ROLLER ISELER, DOROTHY PUTNEY, *field representatives.*

CONTENTS

The Vulnerability Index .....DOUGLAS H. MACNEIL 3

Survey Salutes—CSS 7

Flight to Freedom .....JESSAMINE FENNER 8

Statistics That Make Sense .....JEANNETTE M. ELDER 11

Nobody Does Nuttin' for Nobody for Nuttin'..... 12
HYMAN SOROKOFF

EDUCATION FOR MARRIAGE
In the Classroom .....SAMUEL H. LOWRIE 15
On the Campus .....JUDSON T. LANDIS 17

The Common Welfare 20

Here in Washington .....RILLA SCHROEDER 21

The Country Over 22
Medical Research • The Public's Health • Family Relations • Family Affairs • School Lunch Program • About People

Book Reviews 29

Copyright, 1948, Survey Associates, Inc. All rights reserved.

The Vulnerability Index

DOUGLAS H. MacNEIL

An account of experimentation in predicting a community's crime rate by use of a new tool in social research is offered by the director of the division of community services for delinquency prevention of New Jersey's Department of Institutions and Agencies.

Like human beings, cities differ in character as well as in appearance. These individual traits of cities underlie variations in the amounts and types of social breakdown which they are likely to experience.

Unless these differences are taken into account, it is dangerous to attempt to make intercity comparisons of social breakdown rates. Comparisons are often deceptive and misleading unless the relative vulnerability of the cities has also been compared.

The urgent need for an index of vulnerability to social breakdown was acutely recognized when New Jersey's Division of Community Services for Delinquency Prevention was created. Our duty was to aid municipalities in the development of more effective programs of delinquency prevention and control. We had and still have a limited staff and we wanted to focus our efforts where they could be most useful. We wanted to find out which cities had markedly higher delinquency rates than they should have in terms of their relative vulnerability. We wanted to concentrate our efforts in such cities.

Therefore, one of the first activities undertaken by the division was to see whether or not we could develop a meaningful index of social breakdown vulnerability. We have been working on this project, somewhat intermittently to be sure, for more than two years. While we approached the problem in terms of specific vulnerability to crime and delinquency, we had in mind at all times the possibility that our results might have validity in terms of other types of social breakdown.

We now have arrived at a point where we can say that the results justify the labor that has been expended. We think we have a tool that we can use effectively within broad limits. The index of vulnerability to social breakdown which we have computed seems to be an accurate device for predicting which municipalities are likely to have high, moderate, or low delinquency and crime rates. When the actual rates are greatly at variance with the vulnerability index, the cause can usually be found in the administrative policies and standards of law enforcement and social agencies in the community.

How Accurate Is the Index?

The first question to arise whenever a new tool is designed is, "Does it work?" The next is, "Does it work better than other available tools?" Therefore, before describing the procedures used in formulating the index, we are presenting a brief analysis of the degree of correlation between the theoretical vulnerability index and observed crime and delinquency rates for twenty-two New Jersey cities having a population of 25,000 or more.

For purposes of this analysis, we have divided the twenty-two cities into two groups of eleven each, thus permitting a "paired sample" analysis. The first step was to rank the twenty-two cities in the order of vulnerability indicated by the index value arrived at for each city. The city with the highest vulnerability index value is assumed to be the city where the highest crime rate is to be expected, the city with the lowest index value is the place where the lowest crime rate is anticipated.

Sample one includes all the cities with odd number vulnerability index ranking; sample two includes all cities with even number ranking.

The results of this process are presented in the accompanying tables. First, the cities in each sample are listed in vulnerability index value rank order. Then, the observed delinquency or crime rate ranks are shown in parallel columns. In sample one, for instance, the city which the index showed to be most vulnerable had the most cases known to the police, the fifth greatest number of commitments to prisons, the greatest number of commitments to juvenile training schools, and the fourth largest number of referrals to juvenile courts.

We think that these figures speak for themselves. They indicate that within broad limits the vulnerability index constitutes a mathematically reliable tool for determining the probable level of the average community's delinquency rate.

At the same time, the exception—the town where the vulnerability index is not particularly accurate—now engages our particular interest. In such cases, the difference between vulnerability and actual rates provides an entering wedge for discussion of how delinquency problems can be better handled in the community. Obviously it is also to our advantage to be able to identify towns and cities whose observed delinquency and crime rates are greater or less than the vulnerability index would suggest to be normal.

Does It Work Better?

The answer to the second critical question, "Does it work better than other tools?" is in large part a question too. What other tools are there? Thorndike's scheme for evaluating American cities is designed to measure the over-all quality of community standards. For our purpose, it does not adequately isolate the factors which are associated with social breakdown. This is not a criticism of this pioneer effort, which was not intended to accomplish such a result. The only other approach is the one of personal judgment of experienced survey specialists. Few individuals in this field know all the cities in any given state or region intimately enough to appraise their vulnerability with any degree of reliability.

When approximately fifty state field workers in various departments were asked which cities they thought were likely to have high, average, or low delinquency and crime rates, the majority refused to answer on the ground that they knew particular cities but were not sufficiently familiar with others to make meaningful ratings. The individual appraisers who did respond tended to place a great emphasis on appearances and traditional social prestige. Most of them anticipated low rates in "luxury" suburban towns, and high rates in homogeneous, economically stable industrial towns.

Predictions

The vulnerability index indicated that the traditional suburban centers, many of which today have developed into shopping and commercial centers, can expect to have moderately high delinquency and crime rates. Further, it predicted that specialized industrial towns will have fewer extremes of both favorable and unfavorable social status among their residents than is true of the "prestige" suburb and will therefore have lower breakdown rates. It proved correct on both counts.

Correlations of the index with data on infant mortality, tuberculosis death rates, mental hospital admissions, and general relief—the latter only tentatively using current short term data—have been made, and ultimately we expect to run correlations with data on old age assistance, aid to dependent children, venereal disease, illegitimacy, and divorce. The index proves itself to be as valid in connection with tuberculosis deaths and infant mortality as it is with respect to delinquency and crime. It does not work at all with mental hospital admissions. The general relief results are inconclusive. Therefore, we are not prepared to draw any conclusions as to the validity of our index as a measurement of community vulnerability to over-all social breakdown.

It is hoped that further experimentation will enable us to explore the factors associated with types of vulnerability to social breakdown which our present index fails to measure. Other factors will probably have to be introduced to get a reliable index of vulnerability to old age dependency. Again, it is likely that mental illness is not associated with the same kind of socio-economic tensions as those which are related to dependency and delinquency, or to such forms of morbidity and mortality which occur in close association with economic and social insecurity.

Construction of the Index

Development of the vulnerability index began by analysis of Thorndike's study of American cities. Components of his analytical plan which adversely affected the quality of life in urban areas were selected. Some were retained, others discarded. Utilizing the findings of research agencies regarding the characteristics of offenders dealt with by New Jersey police, courts, and correctional agencies compiled during the 1930's, we established "vulnerability values" for race, nationality, and occupational groups.

One of the policies followed in constructing the index was to use only source material available in standard reference works. Listed here are the six major sub-index components and the subsidiary components which were utilized in devising these six sub-indices. With one exception, the raw data utilized in these sub-indices have been derived from publications issued by the Bureau of Census. The exception comes from an annual compilation prepared by the New Jersey Education Association.

The order in which these factors are listed is accidental; it represents the order in which figures were assembled on worksheets, not their relative significance. Standard mathematical procedures in the field of social and economic statistics were used in the construction of the index. However, it may be to the point to tell why we selected the particular factors which now comprise the index, and also indicate why other factors have been left out.

Regarding *factor one, Population Trends,* the index assumes that the less a city has grown since 1920, the greater is its vulnerability to social breakdown. With the automobile and rapid transit, all metropolitan areas have experienced a migration to the suburbs, leaving in the older core of these cities a disproportionate share of the insecure and unstable elements of

How Actual Experience in Crime and Delinquency Corresponds to Anticipation Based on Each City's Rank in Vulnerability to Social Breakdown

Sample One

Vulnerability Index Rank	*Crimes Known to Police*	*Commitments to Prisons*	*Commitments to Training Schools*	*Referrals to Juvenile Court**
City 1	1	5	1	4
" 2	2	2	2	2
" 3	4	1	6	8
" 4	5	3	3	1
" 5	6	4	4	7
City 6	3	6	5	5
" 7	8	7	10	6
" 8	7	9	9	9
" 9	9	8	7	3
" 10	11	10	8	11
" 11	10	11	11	10
Standard Error	**1.1**	**1.5**	**1.6**	**2.7**

Sample Two

City 1	7	3	1	1
" 2	2	5	5	4
" 3	1	2	3	3
" 4	4	4	6	10
" 5	3	1	2	2
City 6	8	10	4	5
" 7	9	6	7	6
" 8	6	9	10	11
" 9	5	7	8	7
" 10	10	8	9	9
" 11	11	11	11	8
Standard Error	**2.5**	**2.6**	**1.6**	**2.6**

* Some of the apparent inconsistencies in the last column, "Referrals to Juvenile Court," result from the different intake policies of the various courts.

the population. This is particularly true in New Jersey where the newer residential suburbs lie outside the corporate limits of the cities which they serve as "dormitories."

In New Jersey, the cities of rapid recent growth, at least from 1920 to 1940, are the newly developed and carefully zoned residential suburban sections. This factor in and of itself is a very sensitive index to social breakdown vulnerability. In states where communities of mushroom growth have other types of background, this factor may be less significant. In constructing the index, we first established the growth rate for the state as a whole. New Jersey's 1920 population was 75.6 percent of its 1940 population. The corresponding figures for each city considered in the study was then obtained. The index value was obtained by comparing the specific city's growth rate with that of the state. For example, City I in Sample One, grew from 1920 to 1940 with less rapidity than did the state as a whole. Its 1920 population was 78.8 percent of its 1940 population.

The index value was computed by the following formula:

Percent 1920 Population of 1940

State	:	Specific City
57.6	:	78.8

Index Values

State	:	Specific City
100	:	x=107.5

At the other extreme, City II in Sample Two is an excellent illustration of the newer residential suburb with a low vulnerability index value. This town had a population of fewer than 5,000 in 1920. In 1940 it passed the 25,000 mark. Its 1920 population was only 16.6 percent of its 1940 population. The population trend index value for this city, therefore, is only 22.

Factor two, Race and National Origin of Population, is one in which the realities of present day urban life transcend some of our democratic aspirations. Despite our desires and efforts to achieve intergroup equality, it remains generally true that foreign born white persons and their children are slightly more vulnerable to social breakdown than are persons of native white stock, while non-white persons are far more vulnerable than either white group. (Unquestionably, lesser economic, educational, and social opportunities are largely responsible for increased susceptibility of both Negroes and foreign born.)

In developing the index values for this factor, we had recourse to arrest and juvenile court data compiled in the 1930's by the New Jersey Juvenile Delinquency Commission which was used as a device to "standardize" probable arrest and juvenile court referral rates, along lines familiar to research workers in the public health field; thus obtaining what we term a "vulnerability factor." (See Table I).

The percentage distribution of the state population by race and national origin was used as a base on which to compute a vulnerability score for each major group by multiplying the percentage each group comprised of the state's population by the approriate vulnerability factor. (See Table II.)

A similar vulnerability score was computed for each municipality. Each municipal vulnerability score was divided by the state vulnerability score to obtain the sub-index value for each municipality. The findngs for the two cities used to demonstrate factor one are as shown in Table III.

Factor three, Occupational Characteristics, is another factor which yields highly sensitive results. Laborers and their families and domestic service workers and their families are, according to arrest and juvenile court referral statistics compiled in New Jersey during the 1930's, far more vulnerable to social breakdown than are craftsmen, specialized factory operatives, or white collar workers. Therefore, the more laborers and the more domestic service workers there are in any city's labor force, the more vulnerable we assume the city to be. Incidentally, the concentration in traditional "prestige" suburban towns of domestic service workers and unskilled odd-job men is one key to the relatively high vulnerability index values which the computations reveal for these traditional suburban communities.

The second part of *factor three, Employment in Hotels, Lodging Houses, Eating, Drinking and Amusement Places,* is not significant for nine out of ten cities. It does, however, provide one of the keys to the relatively high delinquency and crime rates reported by resort communities.

Having set the pattern, or rather the two patterns, by which sub-index values have been computed, it seems unnecessary to describe in detail how we arrived at the specific values assigned to this and succeeding factors.

Factor four, Housing, uses reasonably clear-cut indicators of social disorganization. We have been asked why we did not use average rents or renter-occupied dwelling units as the key factor in this section of the vulnerability index. The answer is that

FACTORS USED IN CONSTRUCTION OF SOCIAL BREAKDOWN VULNERABILITY INDEX

1. Population Trends (percent 1920 population of 1940 population)
2. Race and National Origin Characteristics of Population (1940)
3. Occupational Characteristics of Population
   a. Distribution of gainful workers by white collar, craftsmen and operatives, domestic service, and laborers
   b. Employment in vulnerable industry groups (eating and drinking places, hotels and lodging houses, amusement places, and so on)
4. Housing
   a. Physical condition (percent dwelling units with no private bath or needing major repairs)
   b. Congestion (percent dwelling units with more than 1.5 persons per room)
5. Education
   a. Percent child population aged 14-15 years not in school.
   b. Teachers' salaries (amount needed to bring minimum elementary teachers' salaries up to state recommended minimum of $1,800—a higher figure would now be used)
6. Retail Trade (per capita retail sales)

they were tried and discarded as meaningless. Some of our finest residential suburbs are now largely apartment house centers, so that renter-home owner comparisons between cities are useless for our purpose. Costs and standards of living differences between metropolitan and other sections of the state limit the significance of average rent or other cost of housing factors in gauging vulnerability to social breakdown. The amount of substandard housing and congestion provided the only consistent yardstick to measure the relationship between housing and social breakdown which we could lay our hands on. Even so, these components are much less significant than are most of the other factors used in the vulnerability index. For index value purposes, the more obsolete housing and the more congestion there is in a city, the more vulnerable we assume it to be.

The standard census compilations relating to *factor five, Education,* are somewhat disappointing. We experimented with numerous calculations based on the educational levels of the adult population in our cities, per capita education costs, teacher-pupil ratios, and others. None of these calculations revealed any mathematically significant association with delinquency and crime rates. The proportion of the child population dropping out of school at the minimum legal age did have a marginally significant correlation, as did the data on the minimum salaries paid to elementary school teachers, although we had to manipulate these data in terms of the amount needed to raise the minimum to an acceptable standard in order to obtain index values comparable to those used in other calculations. What we have here so far is unsatisfactory; obviously we are in need of easily attainable educational criteria which might be more closely related to social breakdown vulnerability than those we have used.

Factor six, Retail Trade (Per Capita Retail Sales) is the last component used. High per capita retail sales occur in towns with high crime rates, and low per capita sales occur in communities with low crime rates. Just why the volume of per capita retail sales should constitute one of the most sensitive indices to the reported volume of crime and delinquency we do not know. The peculiar character of New Jersey cities may have something to do with this factor. Traditionally, delinquency and dependency occur with greatest relative frequency in the deteriorated neighborhoods just outside the main business district. Perhaps the fact that a community has a relatively large business district, catering not only to local residents but to residents of adjoining specialized residential centers, carries with it the corollary implication that it also has a relatively large trouble breeding "zone of transition" around its business district.

The final social breakdown vulnerability index is expressed in two ways. One way, which we call the gross vulnerability score, is the sum of the six component factor index values. The other is the vulnerability score divided by six. This gives us an average score, which we call the vulnerability index. In practice, the two figures are interchangeable.

As we have described the components used in the construction of the index, we have mentioned some of the factors which we thought of using but discarded. We also experimented with finding out whether any mathematically significant relationship existed between crime and delinquency rates and such things as age distribution and sex ratio, alcoholic beverage license per capita, per capita real estate valuations, and several other items. These were discarded because we could not find any association with crime and delinquency rates demonstrable through statistical techniques.

Social Gains and the Index

Finally, a word as to results. The construction of an index of social breakdown vulnerability would be nothing more than an interesting academic exercise unless it could be used to promote improved community services.

So far, we can point to several cities in which the application of findings obtained only through the index has had constructive results. In one city, the superintendent of schools wanted to employ a school social worker. The evidence that the socio-economic composition of the city did not justify its high delinquency rates and that the size of the delinquency problem might be a by-product of shortcomings in the city's social welfare organization was the controlling argument which led the board of education to accede to his request in the face of taxpayer resistance.

And in another city, similar evidence helped win vastly increased recreation appropriations. In a third place, the findings with respect to urban growth and retail sales trends, in the light of the significance we placed on them, have lead to revision of the program of the city planning board. These are concrete results obtained even before we were ready to present our experiment to the public.

It is our belief that the vulnerability index, used with discretion, is a valuable new tool in social research and an aid to social progress.

TABLE I

Race & National Groups	*Composite Arrest & Referral Rates**	*Vulnerability Factor Ratio Specific Rates to Native White Rates*
Native white	125	100
Foreign born white	150	120
Non-white	575	450

* Per 10,000 population, based on arrests and juvenile court referrals—yearly average 1930-1937. Motor vehicle violations excluded.

TABLE II

	Percent of State Population	*Vulnerability Factor—Percent*	*Vulnerability Score*
Native born white	80.1	100	80.1
Foreign born white	14.3	120	17.2
Non-white	5.6	450	25.2
Total	100.0		122.5

TABLE III

	Vulnerability Score	*Vulnerability Sub-index*
Sample Two City I	149.0	122.0
Sample Two, City II	104.7	72.5

Survey Salutes—

1848 CSS 1948

This year, the Community Service Society, largest private family agency of its kind in the U. S., marks the beginning of its second century of welfare and health services in the city of New York. The historical highlights printed here, which have their counterparts in the annals of social welfare in many other American communities, are taken, with permission of CSS, from "Frontiers in Human Welfare," just published on the occasion of its centennial.

A HUNDRED YEARS AGO, NEW YORK City was an overgrown village gradually creeping north on the island of Manhattan. Immigrants were coming from Europe so fast that the city's population rose from 370,000 in 1845 to 813,000 in 1860, for New York was the gateway to the land of opportunity. Poverty stricken, driven by famine and political persecution, newcomers squatted in the crowded tenement districts near the docks.

New Yorkers were justifiably alarmed at this influx of destitution. Almsgiving was regarded as a religious duty, but poor relief was an individual rather than a community responsibility. Thirty or forty organizations of one sort or another were giving relief, but their efforts were not concerned with the problem of poverty as a whole.

IN THE WINTER OF 1842-43, "A FEW friends of the poor" decided to appoint "a select committee and an agent" to whom the whole subject was referred. The agent was Robert Hartley, an Englishman of devout character, who devoted most of the following year to investigation of methods of charity in other seaboard cities, and the existing situation in New York. As a result of this year of research, the group determined to form a new organization which they believed would go far toward the elimination of the indiscriminate charity of the day and at the same time provide the needy with "such sympathy and counsel as would tend to encourage industrious and virtuous habits, and foster . . . a spirit of independence."

Thus was born the AICP, parent organization of the Community Service Society of New York. There is no doubt but that an immense amount of help was rendered to those in need. In the first thirty years of operation, the AICP, through an average of 349 volunteer visitors, helped 6,745 families yearly. The aggregate expenditure for this period was $1,266,910. To the modern reader, the annual reports of the organization provide a unique historical record of the city's social conditions, and reveal an analytical and objective approach to the work which was undoubtedly the basic strength of the association.

Firsthand knowledge of the intolerable conditions under which thousands of the city's population lived, led these folks into vigorous action in attacking broad problems of sanitation, housing, and nutrition. In 1842, AICP raised $40,000 to build the first public bathhouse in this country, and in 1855, sponsored the building of a model tenement house as a demonstration of low cost housing. Through their efforts, New York City passed the first regulatory measure of its kind, "An Act to Prevent the Adulteration and Traffic in Impure Milk." In later years, the organization's experiments with work relief and widows' pensions provided valuable experience for such significant social welfare tools as the WPA and our system of national social insurance.

IN 1882, THIRTY-FOUR YEARS AFTER a charter had been granted to the AICP, the Charity Organization Society was organized as a result of the work of a committee appointed by Josephine Shaw Lowell, first woman appointee on the New York State Board of Charities. After some study, the committee had recommended that a system be established to enable the various charitable societies and organizations "to work in harmony to attain the end they all must aim at—some plan by which each may be helped by the knowledge and experience of all." Thus, though the exigencies of later times turned part of the time and energy of the COS into relief giving and direct service, it was originally a coordinating agency.

The efforts of this organization produced many enterprises for community welfare which are currently going concerns on their own. In the first fifteen years, it sponsored a central register of those applying for relief—one of the two forerunners of the gigantic Social Service Exchange now operated by the Welfare Council of New York City; opened a reference library—the beginnings of one of the most extensive libraries of social reference in the country, now run by The Russell Sage Foundation; began issuing a monthly bulletin of information to members—a literary effort which, three reincarnations later, was established in 1912 as the *Survey;* held a six-weeks inservice training course for "visitors"—an institution which now, as the New York School of Social Work, a graduate school of Columbia University, trains approximately 2,000 full and part time students yearly.

In the crowded decades that marked the passing of the nineteenth century and the ushering in of the twentieth, the AICP and the COS worked together, each fostering its own projects, but often mutually involved in the same fight or community betterment. At a time when social justice and reform were the order of the day, they were leaders in converting charity into social work.

The merger of the two agencies grew naturally out of their mutual concerns when, in 1939, they joined to form the Community Service Society.

AS IT ENTERS UPON ITS SECOND century of service, the CSS finds itself confronted with a world which fills every thoughtful mind with grave concern. Although means have been found to ameliorate to a marked degree physical conditions which existed a hundred years ago, our deeper understandings of man's inner struggle with himself and his surroundings has unearthed a host of problems to be faced today in the quest of a happier, more fulfilling life. In the broadest sense, the job which lies ahead for the CSS is in the main current of American life. The fundamental objective of the society's work is to help bring freedom of opportunity to all the lives it touches through freedom from physical and emotional maladjustments and through the development of a more constructive understanding of the life pattern in an increasingly complex modern society.

Flight to Freedom

JESSAMINE FENNER

tells how

One Hundred DP's

Found a Home and Jobs

in the New World

One contingent ready for the take-off

Alles geht vorüber!—or, in plain English, "everything will pass; nothing lasts forever." This was the philosohical way in which Sophie Subroshevski expressed her feelings at the end of three months as an operator in the Dionne Spinning Mill in St. Georges de Beauce, Province of Quebec. Sophie is one of the 100 Polish girls from Displaced Persons camps in Germany who were flown to Canada at the end of May, 1947; flown in three planes, chartered by Ludger Dionne, M.P., from Quebec, who had received special permission for this project from the Canadian Immigration Authorities. But Sophie is not *too* discouraged. Though her feet are tired, her work monotonous, and her wages still low, and though life in a girls' dormitory in the country town of St. Georges is pretty dull, still she is thankful to be out of Germany. At last she is away from the existence of a "DP"; away from a life which led nowhere and offered no possible future chance for freedom of movement or for remunerative occupation.

Some doubting persons will counter with the idea that the wage for an eight-hour day in the Province of Quebec does not allow for much freedom. This is true, but in Canada one is free as a person, and those who know DP camps know that life in toto for a Polish girl in St. Georges, Quebec, adds up to infinitely more than the life of a German DP. In addition, she can always look beyond her two-year agreement with Mr. Dionne and be planning toward another occupation for that time, if such seems preferable to her then.

The story of "the 100 Flying Virgins" has been covered by the press in various ways since that day in May, when 130 unmarried Polish girls recruited in DP camps were brought to the UNRRA Immigrant Assembly Center at Saxenhausen, Frankfort, en route to Canada. It now seems important to retell this story from the *inside* and to bring it up to date.

I met the Polish girls the day after their arrival in Frankfort. I worked and suffered with them through two weeks of uncertainty while the Canadian government team was examining them. I saw the successful 100 off for Canada, plane by plane; and I recently visited them in St. Georges. To be sure, the story can never end—not even when 100 Polish girls become Canadian citizens. But along the way it is interesting to know how things are going wtih these courageous and enterprising young women; and how things are going with Mr. Dionne as well, who also had courage when he took upon himself all of the personal responsibilities that go along with bringing 100 foreign girls, who are looking to him as a friend and adviser, into his small home town.

On the Doorstep

To begin—a mild form of chaos reigned in our cold, bare, six-room office house in the assembly center on that morning when the examinations started. This office was so conveniently near the barracks where the girls stayed that at least forty were waiting on the doorstep when we opened. All were eager to be medically examined, eager to tell their life history, eager to talk with Mr. Dionne. In fact they were looking as if their big moment had come—as if life was now to start anew. They greeted us cheerfully and even a little gayly, in various languages — Polish, German, English, and a little French thrown in out of courtesy to Mr. Dionne.

As they filed into the inadequate waiting room, they might have been just forty average American girls—ages sixteen to twenty-four. Their experience, however, was in contrast, for most of these girls either were brought to Germany as slave laborers by Hitler or fled before the Russian army. A large number of them were completely alone in the world.

Their clothes were on the shabby side, but quite a few managed to present an attractive and even smart appearance. All were hatless and nearly all were stockingless; hair styles ranged from pigtails to page boys to shoulder length curls. Some were obviously of peasant stock, while others had the

poise and manner which indicated a less humble start in life. Quite a few needed first lessons in good grooming, but there were occasional girls whose appearance entirely belied their arrival by truck from a DP camp the day before and their present barrack style of living with limited facilities. All in all, they were good looking and well mannered girls.

And they were patient as well, otherwise they could not have endured without complaint the many technicalities of the registration and examination routine. If an applicant signed her name once, she must actually have signed it ten times before the finish! As it happens, all DP's are accustomed to being inflicted with forms and questionnaires of all kinds, and to frequent "screenings" for one thing or another. Thus our girls took the involved procedure as a matter of course.

Registration

The Intergovernmental Committee on Refugees was the organization that had stipulated the terms with which Mr. Dionne must comply and it was administratively in charge. The details of registration were carried out by three Polish staff members of a Catholic agency which was cooperating with IGCR. A Polish American Chaplain from the agency had previously gone with Mr. Dionne to several Polish camps to make the initial selection of 130 girls from whom to choose 100. During registration he was constantly available both to the individual girls and to the staff for consultation.

The Canadian government team from the Immigration Department was increased from three to five for this special occasion. An extra doctor was sent, and the Consul for Germany, R. Cormier, came himself to give a helping hand to the Vice Consul, Jean Lemont, and, I suspect, to keep a watchful eye over this rather unusual piece of immigration business! So, in the six-room office-house (rooms were family apartment size) we were a staff of five Canadians, three Poles, two Americans, plus Mr. Dionne constantly hovering over us, and with a waiting room completely overflowing with customers.

To get into Canada—at least into St. Georges, Quebec,—if you are a Polish girl (DP status), there were many hurdles to leap. First, you must be single and a Roman Catholic. With these items checked off you were then "politically" screened by the Canadian security man, Michael Syron—a former member of the Canadian Royal Police Force, born in Ireland and as Irish as they come. Mike questioned each girl like a district attorney and cautioned each like a father. He worked through an interpreter, but a lot of good Irish-English was spoken too, in order that the points be made doubly clear. Mike would take no chances, and only when he was sure that his subject was a safe gamble for Canada, was she sent to the hospital for chest X-ray and blood test. Next, came the complete physical examination by the Canadian doctors, who were so thorough that a little harmless stye on an eyelid or a lack of glasses might keep several girls on the anxious list for ten days.

If a girl passed Mike and the doctors, she then went to the Consuls who gave her the final "going over." Here her family situation was discussed, her general character and intelligence observed and, if she passed, the last official O.K. was stamped on the all important document—the "Certificate of Identify in Lieu of Passport."* She was now ready for Canada—and for the unknown future in a strange land.

For nearly two weeks we had examined and registered! From among those who passed the political screening, the doctors were finding a number of incipient TB cases; the Consul was finding some girls who were outside the age limit or were illiterate, or who had doubtful pasts from the standpoint of moral character. These last were referred to Mr. Dionne for decision, since he knew the mores of the town of St. Georges and was the one who would bear the brunt later on if things went wrong.

Eventually 100 were chosen; 100 who seemed physically and emotionally fit to go alone without family to a strange country—to a new occupation, and who gave promise of adjusting satisfactorily to the new life in St. Georges.

The author, Mr. Dionne, and pilot

Those Who Stayed Behind

To break the news to those who were not chosen was a sad proceeding indeed, for most of them were in despair when they guessed the outcome. One girl even arranged on her own for a second X-ray, paying for it from her own meager funds, on the chance that the first was not correct. The Polish registrar, who herself hopes to go with her husband to St. Georges later on, always clung long to the last ray of hope for each rejectee, and was pathetic in her anxiety for the doctors to review each rejected case once more. So completely did she appreciate the situation for each girl that it was as though she herself were losing her own chance to emigrate.

On the day when the hundredth girl was passed, the tension relaxed. One hundred documents were in order; 100 suitcases were packed; and the army was ready with trucks to transport girls and luggage to the airport. But there were no planes! Mr. Dionne was frantically telephoning London, Ottawa, and Paris. Negotiations somewhere had bogged down. Whatever the complications were, they lasted only a few days, and on May 28—a beautiful summer day in Frankfort—a gorgeous Transocean American air liner flew in, all in readiness to take the first forty girls. Arbitrarily, we had chosen the three groups of forty, thirty, and thirty, only making sure that there was one English speaking girl in each section who could act as leader and interpreter if needed.

The second and third planes were from Trans Canada Air Lines, and they came in—appearing equally glorious—on the twenty-ninth and thirty-first. The girls made each flight a festive occasion by bringing Polish flags and many huge bouquets of roses and peonies from the gardens nearby. There was, of course, the usual checking and weighing in at the airport, and it went on in an orderly fashion and without any of the commotion which a large group of young and excited girls might cause. By the time the signal came to proceed to their air field, I had counted

*A DP rarely has a valid passport. It was either lost in the war, removed by the Germans, or was issued by a country that now does not exist politically or has a different government. The certificate of identity is a document acceptable to the U. S. Army, and is generally used for group immigration.

and recounted noses and documents so often that I was certain I had lost either a girl or a document—neither of which happened!

And now the last moments. None of the group had ever flown before and in addition, their knowledge of western geography and the map of Canada was vague. "How long will it take? Where do we land? Shall we be far from USA?" These and other similar questions were repeatedly asked. Some girls were quiet and a little frightened. Others were gay and as though going on an adventure. All showed courage and good spirit. Pictures were taken, farewells were said, the door was closed, and they were off—to what, they knew not, but they were full of hope. One can only admire them.

Mr. Dionne flew with the last group, which added security and cheer. The first plane landed in Bangor, Maine, and the girls were taken by bus to St. Georges. The second and third planes landed at the Quebec airport almost sixty miles from St. Georges.

A New Life

The Polish girls had been in St. Georges for over two months when I visited them. Because of language limitations, I had in Germany talked directly with only a small number, but many times in the old Frankfort days we had smiled at each other, and now the bond was closer. It was almost as though I were a long lost relative returned! The news that I had come spread through the Foyer [dormitory] and for more than an hour I was in the living room greeting the girls as they stopped by. As an onlooker said: "Such good looking girls, so natural, so pleasing, such nice manners, much more gracious than some of our own girls."

At two different times during my visit I sat in the Foyer and talked with individuals and groups. I went to their Foyer movie on Saturday night, sitting next to seventeen-year-old Maria Dobrowska, whose English is almost perfect, who was brought to Germany with a thousand other youngsters four years ago, and who comments on the sameness of the meals in the Foyer exactly as would a teen-age camper or college freshman. "But," she hastens to add, "that isn't Mr. Dionne's fault."

I ate Sunday dinner in the Foyer with a former university student. To her, as to many others, the mill work is just a way out, and she won't be there forever. "The rules in the Foyer are a little strict," she said, "but the Sisters and Mr. Dionne can't take a chance yet on letting us all completely loose. Some of us might get into trouble."

I visited the mill, which is new and clean and modern, even if noisy. There I talked with two sisters, one a graduate nurse, the other a medical student of five years training. "The work is hard, and life is limited here," they said, "but at least we are out, and maybe Mr. Dionne will help us to bring our mother over."

One ambitious young business girl had just purchased a Gregg shorthand book and wanted advice as to which system of shorthand she could learn. She knew Polish shorthand, but that would not be of much use in Canada.

On Sunday I took four girls whom I knew best for a drive in the country. A fifth could not come because she was in charge of a Polish Scout group which was to meet at two o'clock. We drove and talked and sang and laughed —and gradually a picture of life in St. Georges—in the town, in the mill, and in the Foyer became clear.

St. Georges, which is a purely French community of 9,000 rural population, has received the Polish girls very cordially, in fact, so much hospitality was offered at first that it had to be discouraged. The community, in arranging a recreational evening, invited the Polish girls—one hundred strong. The girls responded and added to the entertainment by Polish dances and songs. They appreciate the kind reception, not only from people in St. Georges, but from other Poles in Canada who know about them and who frequently come to see them. Mr. Dionne has arranged for a Polish priest to come at regular intervals.

The work at the mill is definitely hard, especially for girls who were office workers and students, and who have never done factory work before. They work in two shifts and an eight-hour day, with a half day on Saturday. The shifts alternate, and so all have a turn at the day-time hours.

The Foyer is a distance of only one or two blocks from the mill, and the girls all go home for lunch. The manager of the mill is a good-natured, intelligent American of Canadian French background, formerly from Lewiston, Maine. The girls like him, and he is definitely interested in assigning them to the most suitable jobs and in helping them to get on.

Wages were at an apprentice rate to begin (around $10 a week), but are increasing as the learning period is over and the skill develops. Six dollars a week secures wholesome meals and a double room in the Foyer—a clean, comfortable, and reasonably attractive dormitory. For $1 a week extra a girl can have a single room. The agreement with Mr. Dionne is for two years and its chief purpose is to insure employment and protection for the individual for that period. From Mr. Dionne I know that he will not try to retain a girl if she fails to adapt herself either physically or emotionally. Already, by November 1, around ten had left, with his approval and aid. To be sure, there is a moral responsibility on the part of the girls to fulfill their part in the plan, if possible, and I believe that most of them will, regardless of some present discomfort.

The Controversy

It was inevitable that such an unusual project would have both supporters and critics. On October 27, 1947, Mr. Dionne wrote me as follows:

There are many things pertaining to these girls not generally known to the public; for instance, the so-called contract which was drawn up by the Intergovernmental Committee on Refugees is only for the girls' protection. It clearly states that I shall be responsible for their welfare and provide them with work for two years at prevailing wages and working conditions under the Labor Laws of the Province of Quebec; that no deductions or charges shall be made from their wages for cost of transportation; that I further guarantee that they will not become public charges. In other words, I am the legal guardian of these homeless girls, many of whom do not know where or if they have any relations living.

I have placed by mutual understanding and agreement several of the girls with their Canadian relations. Two of these girls are to be married to Polish men in Western Canada. Eight have been placed with responsible people in more suitable employment. We have also secured Canadian Immigration authority and approval to bring to Canada Mrs. Z., now in a DP camp in Germany, who is the mother of two of our girls, one of whom has had five years of university medical training.

We are endeavoring to place one of the girls with her relations in the United States, but up to the present time without success, because the U. S. has not yet approved their application.

(Continued on page 31)

Statistics That Make Sense

JEANNETTE M. ELDER

Social Statistician, National Travelers Aid Association

When social workers use the words "thrilling," "fascinating," and "stimulating" in connection with statistics, that's news! Strange as it may sound, Travelers Aid workers from Portland, Maine, to Portland, Oregon, from Detroit to Chattanooga, have been doing just that since last September, when they began using new statistical forms which made sense!

Two and a half years ago, the Executives' Council of the National Travelers Aid Association reported in no uncertain terms to the national staff that local workers did not like the statistical forms then in use. They were too complicated, too time-consuming. The statistics were not as useful as they should be. After heated discussion, it was decided that a practical first step toward solution would be to make a fresh start with a clean white sheet of paper headed, "What Statistics Do We as Local Workers Want and Need?"

The council then charged the Statistics Committee with the responsibility for reviewing the current statistical procedures and preparing a new plan which would make statistics more useful and less burdensome. With the NTAA social statistician acting as secretary and technical consultant, the committee, composed of representatives of small, medium, and large Travelers Aid Societies throughout the country, accepted the challenge. There ensued meetings, correspondence, skilled thinking, conflicting opinions, battles with tradition, then final unanimity. Thus was produced a plan which may be of interest to social workers who are not too happy about the statistics they now produce and use.

The old Travelers Aid statistical forms were similar to those used in many other social casework agencies. The back of the face sheet was covered with long lists of problems and services, with sections for recording age, sex, race, residence, source, disposition of the case, and so on. The caseworker checked the appropriate items and at the end of each month the check marks were counted, totaled, "balanced," and entered on the monthly report form. Because much of this process was mechanical, the social worker derived little satisfaction other than the feeling of completing a necessary chore.

Under the new plan, items to be recorded statistically have been drastically reduced—to about one third of the former number. No item appears on the forms unless it relates to the function, structure, or job setting of Travelers Aid. Social agencies differ widely in areas of services, but the underlying principle on which these forms were built could be easily translated by any other social agency. It is a stimulating and revealing experience to analyze and appraise statistical items in these terms.

The items which passed the acid test now occupy two inches of space on the right-hand margin of the new face sheet. Each has been given not only a name, but a code number. This code number appears on each of the forms in the same sequence, thus reducing to a minimum the mechanics involved in the statistical process. The code numbers, visible in the case record files, make it possible readily to locate a specific type of case, such as "child traveling alone," when needed for illustrative material in reports, speeches, news releases, radio broadcasts. Any social worker who has laboriously reviewed innumerable case records in search of a specific type of case will appreciate the value of this simple device.

Mechanics are reduced still further by the use of a simple tally sheet on which the worker can enter easily counted tally marks in groups of five opposite each code number. A few minutes suffice to copy the totals from the tally sheet to the report form, using code numbers as a guide.

To make statistics more accessible and useful, "Administrative Summary" forms have been developed on which appear a column for each statistical item appearing on the report form. Figures from each monthly report are recorded so that monthly and annual totals and trends can be seen at a glance. This is a boon to the busy executive who is frequently called upon to produce statistics on short notice.

So far, it readily can be seen why busy social workers call this procedure "simple" and "easy." But why do they add adjectives like "intriguing," "fascinating," and "stimulating"? Why do they say such things as, "The statistics have been a learning process for me," "The new statistics are a stimulus to better casework thinking," or, "The new system has raised the question, 'Is this an appropriate and essential service for TA?'" Why does one executive write, "I got so excited with the new plan that I triumphantly shared it with the Council and Chest." Or, "Our board president is reading the new manual. We think this is an opportunity to interpret to a small degree, 'What do workers do with their time when they aren't talking?'"

The enthusiasm stems from the fact that statistical principles and practice are an outgrowth of the fundamental principles and practice in a social agency. Classification, correlation, and selectivity make sense to social workers when statistics reflect the essential and intrinsic phase of activity within the agency, whether it be direct service to clients, supervision, administration, or explanation to the board, chest, and community. When a caseworker is instructed "to select the attribute that is most significant in the case situation and classify the case accordingly"—statistics become stimulating. When the social worker discovers that recording statistics calls into play all the knowledge and understanding of the philosophy, principles, and practice of casework service within the function of the agency, she finds it intriguing. Statistics become a part of the learning process, when in a supervisory conference, or in staff meeting, the caseworker realizes that lack of understanding of agency function is revealed by the recording of statistics. The social worker is fascinated to be able to see, at a glance, data for each group of persons which makes up the agency constituency.

The integration of statistical principles and practice with the principles and practice in a social agency requires active and intelligent participation throughout the entire agency. The sta-

(Continued on page 31)

Drawing by Elizabeth Tazelaar for *Survey Midmonthly*

Nobody Does Nuttin' for Nobody for Nuttin'

HYMAN SOROKOFF

—Hyman Sorokoff reports on some colorful experiences of the East New York Youth and Adult Center, which he directs. The center, a project of the New York City Board of Education's division of community education, is the board's first experiment in adult education and school-community relations.

The chairman sat back. "You know," he said, "I've lived in East New York all my life. I've kind of prided myself on being a leader here. But in the last year, I've met groups of people and been introduced to community leaders I never even knew existed."

Behind this awakening, typical of many, lies the story of the East New York experiment. An adventure in community education and community organization, it was begun in 1945 by the division of community education of New York City's board of education. Two years later, no one has any doubt of its success.

Take the long ride from Brooklyn as far as five cents will carry you, and you are in the heart of East New York. You are in a different world: a world which mingles the staid atmosphere of the old Dutch town of New Lots with the shrill cries of pushcart peddlers, the tolling of Catholic and Russian Orthodox churchbells, the chanting of the small Hebrew congregations which dot the area; the bustling New York manner with the unhurried gait of "Goat Town," where some of New York City's last remaining farmers eke out their precarious existence.

The quarter of a million people who live in East New York came here from all quarters of the globe, with a majority of Russians, Poles, Italians, and Negroes. Jews form the leading religious group, but there are large Russian Orthodox, Polish Catholic, and Protestant elements, too. The Negro community—new within the last five years—has grown by leaps and bounds. Even the groups of one religion or one national background are subdivided again: Russian Jews, Polish Jews and Sephardic Jews, each with their own synagogues, their own clubs and lodges; "White Russian" and "Leftist" parties among the Russian Orthodox; Poles and Italians, with separate Catholic churches. Even politically there are deep chasms, the Democratic machine being threatened by the American Labor Party. (The only ALP members of the New York State legislature come from East New York.) The area, in 1945, was a miniature world of small, isolationist nations living their lives with a minimum of contact with each other.

Besides being deeply split, East New York is handicapped in other ways. About 25 percent of the adults have had no schooling of any kind, and almost 45 percent have never gone beyond the sixth grade. There are no modern schools, no large playgrounds, few after-school centers, no public library, and only a handful of struggling, small, sectarian social agencies.

Here, thought the New York board of education, was one of the most challenging places in the country for a large scale experiment in community organization, adult education, and recreation. The division of community education was authorized to see what it could do.

The division set out with several basic rules well in mind:

First, anything undertaken must be in answer to the needs and desires of the neighborhood itself and accepted by the people themselves, not thrust upon them from outside.

Second, the long range objective should be general community improvement.

Third, since salvation comes only to those who are willing for it, the community itself must become genuinely anxious for self-improvement. Only East New York leadership, aroused and organized, could do anythink deep and lasting for East New York.

Luckily, the division at once turned up some promising material. A few

local groups, several school principals, and the district superintendent of schools were already trying to get more recreational facilities for young children. In a neighboring area, the Brooklyn Council for Social Planning was at work on a survey. A municipal court judge, who had lived in East New York more than forty years, and the president of the local savings bank were helpful, too. A list of a hundred representative citizens was drawn up. It included church and club leaders, businessmen, school heads, and executives from local welfare agencies. (The list unfortunately had no representative from local youth groups.) These citizens were invited to meet at the bank offices to discuss the launching of a school-community project.

At this first meeting, under the chairmanship of the bank president, the school people described the proposed experiment, warned the group that there were many problems ahead, and served notice that the experiment simply could not succeed without wide community backing. The response was enthusiastic. Many organizations and individuals pledged financial support, and the officials of the East New York Savings Bank agreed to donate $1,000 if the community would raise the rest of the $5,000 necessary to supplement the board of education's one-year appropriation.

Town Criers

To make sure the community really wanted to try the experiment and, incidentally, to give it some publicity, a town meeting was called at the local high school. An action committee was appointed; the hundred men and women at the first meeting promised to take the news back to their own organizations; school children took letters home; parents' associations wrote to their members; clergymen mentioned the meeting at the churches; radio stations made spot announcements; trailers appeared in motion picture houses, and leaflets were distributed at subway stations and bus stops. The response was overwhelming. Some 1,700 people crowded into Thomas Jefferson High School, with a hundred community leaders seated on the platform, and many hundreds of citizens clamoring for admittance outside the doors.

After speakers from the schools and the community had outlined plans for a new youth and adult center, a leaflet with a tentative program, including some new informal, leisure time classes for adults, was handed out. Return postcards gave the people at the meeting—and some 5,000 who received the same material—a chance to say what they would like to have. Amazingly, 2,800 of these cards were returned. After studying the check list and the suggestions written in on the cards, and after talking to many prospective students, a widely altered program of informal courses was set up.

What the People Want

It is interesting to list what the people of East New York wanted—and did not want. Classes in art weaving, consumer problems, labor history, and home nursing were dropped. A public speaking class was changed to a dramatics group. French and Spanish classes were dropped—but a class in Russian was added. A first aid class was set up to help neighborhood teachers get needed first aid certificates. Sketching, painting, and photography went on the list, by request. Many people wanted home design, interpretive dancing, sewing, and Hebrew, but licensed teachers were not available for these at the salaries which could be offered.

The public was ready and eager, but housing and staff problems remained. No school building in the area was large enough or had enough facilities for the project. Finally, several school buildings near each other were combined in one unit, under a full time center director. Between them they provided a large auditorium, two large gyms and a swimming pool (but no shops to speak of) in a high school; shops for craft work in an old junior high school; and small gyms and auditoriums in two elementary schools. All these were thrown open Monday through Friday from 3 to 10 P.M. Elementary school children used their school facilities from 3 to 5; adolescents, the same facilities in the evening; and adults could come, in groups or separately, both afternoons and evenings, at the high school. Regularly licensed teachers from the New York system handled the classes after school hours and were paid on a per session basis.

The schools turned into beehives of activity.

Afternoons, young people of different ages ran the gamut from kindergarten work and hand arts to team games and tournaments, from classes in sewing and cooking to painting, printing, woodwork, leathercraft, jewelry making and even harmonica playing. They also had a chance to see sport or educational movies.

In the evenings, a cross section of all East New York—furriers, insurance men, stenographers, carpenters, mechanics, housewives—swarmed into the schools to paint, to work with their hands, to listen to good music. They debated local problems: Shall we have a public library?—and world problems: what about the UN? No credits were given, no diplomas awarded, yet thirty-eight groups met once or twice weekly, for two hours, to study mental hygiene, current events, vocabulary building, languages, music appreciation; to learn first aid, dressmaking, cooking, household repairs; to take part in social and square dancing; to make jewelry and work leather. An orchestra, singers, actors, organized and performed. The center agreed to find leaders for *any* groups of twenty or more people who were genuinely interested in *any* subject.

To give this school center some of the aspects of a settlement house, meeting rooms were thrown open to local groups, with no fees, no red tape. In spite of the "No Smoking" regulation and a 10 P.M. closing hour, thirty-five organizations meet regularly at the center today. Even swing bands which have grown too large for someone's basement are welcome. Lectures, forums, and town meetings have always been popular. Several hundred have come to meetings on topics like housing, price control, and China. Lectures sponsored by local doctors have, oddly enough, been less popular; but Mrs. Roosevelt drew several thousand to an overflow meeting.

About 400 teen-agers come to the indoor dances on Friday nights, and more than 800 (with a top of 1,300) to the outdoor summer dances.

Camping by the Day

Summertime, the center suspends its regular program, but runs an all-day camp for children six to twelve, instead of the playground type of summer center usual in New York City. More than 500 children came, and the community did a fine job of volunteer help on the project. Doctors and dentists checked the campers; mothers helped serve refreshments, took children on trips and helped in the office; and Teen Town High School youngsters acted as junior counselors all summer.

But the most ambitious project of the East New York Youth and Adult Center—and its most heart warming—was the East New York United Nations Festival put on last summer.

There were two ideas back of the festival.

One: No school can be content today to hand on knowledge or even build socialized personalities within its own walls. It must step into the community to help resolve differences and build tolerance and unity. Every teacher knows that when it comes to a clash between the understanding taught in school and quite different family teachings and mores, the school will come out a bad third. If its work is not to be wasted, the school must offer leadership in community education, in helping to create a basic common cultural pattern in the community.

Two: City life saps neighborhood feeling and loyalty. City man is at the mercy of a giant mechanism, dependent on specialists to plan and run his life. Millions of such city dwellers feel anonymous, helpless, insignificant. Democracy to them can only be an ideal, not a vital reality. A way must be found to give people of a "natural neighborhood" in a great city, a chance to meet, to take responsibility for themselves and their affairs, to plan and execute projects together. They must have something to correspond to the New England town meeting or the instinct for responsible democracy will atrophy.

In June, 1946, the center director called in a small committee, many of them veterans, and suggested a community festival to draw people closer together. The committee was fired by the idea. A larger committee carefully made up a list of two hundred outstanding citizens, and held a dinner meeting. At this dinner—to which a hundred came—people who had been neighbors for twenty years met and broke bread together for the first time; went to work together, and liked it. Eighteen committees were set up to carry out a carefully prepared, tentative program, and each committee, as far as possible, was a slice across the different local groups.

It would be nice to record that the festival was then born in a blaze of idealism and enthusiasm. Actually, there were dark weeks of criticism and skepticism. As one local doubting Thomas puts it, "Nobody does nuttin' for nobody for nuttin'." As another said, surveying the large scale program, "You're shooting for the stars. Your feet are way off the ground." Actually, the whole plan for the festival was deliberately ambitious, to fire local imagination and enthusiasm.

After months of discussion, planning, and evolution, the United Nations Festival Week started on June 2, 1947—and rolled through a dramatically successful six days.

From Monday to Saturday

Monday, school children paraded in United Nations costumes they had studied and planned for many weeks. There was a song and dance festival, with the Brooklyn Borough president, John Cashmore, and associate superintendent of schools, Elias Lieberman, to speak. That evening a motorcade rolled through East New York, through brightly decorated streets, followed by a parade of veterans groups and community clubs, to an open meeting at which Benjamin Cohen, assistant secretary general of the UN, spoke.

Tuesday — Veterans Day — there were services throughout the community in honor of the war dead, with a memorial concert by a forty-five piece professional orchestra under Eugene Plotnikoff.

Wednesday and Thursday, all the schools held assembly programs on the UN, with the UN speakers at several of them, and fifteen local organizations helped sponsor an outdoor carnival and bazaar at the high school athletic field, with volunteer entertainment topped off by square dancing.

Friday night was "Old-Timers Athletic Night," featuring a game between two teams of nationally known basketball stars—all of them old East New Yorkers.

Saturday night was the climax. Former East New Yorkers came back from stage and radio to put on a show; and, to close the week, certificates were formally awarded to every member of the community who had played a big part in the program.

Almost all the programs were well attended. Those on Friday and Saturday were sell-outs.

WHAT HAS ALL THE SPADEWORK at the center, and its flowering in the festival, done so far for East New York?

Even on the surface, it has done a great deal. It was good to see the Polish dancing group of parochial school children performing in native costume for their neighbors of such widely different backgrounds. It was good to have the Polish Falcon Club and B'nai B'rith occupy adjoining booths at the carnival—and help each other with decorations. It was good to have people come into the schools to hear serious talks about the UN, and to have the schools join with local businessmen in putting on the parade.

But most of all, it was good to drop in on any of the hundreds of meetings in schools, clubhouses, private homes, even police stations, at which the people of New York—black and white, Gentile and Jew—worked together on something for their own community, in which they all believed.

This is bringing the democratic process back to its ultimate unit: a neighborhood. The East New York experiment is a very hopeful experiment indeed.

◆ ◆ ◆

Man at his best, like water,
Serves as he goes along;
Like water he seeks his own level,
The common level of life.
Loves living close to the earth,
Living clear down in his heart,
Loves kinship with his neighbors,
The pick of words that tell the truth,
The even tenor of a well-run state,
The fair profit of able dealing,
The right timing of useful deeds,
And for blocking no one's way
No one blames him.

—Witter Bynner, in
"The Way of Life, according to Lootzu."

In the Classroom

SAMUEL HARMAN LOWRIE

Bowling Green (Ohio) State University

That individuals are endowed naturally with a capacity to choose a mate is an idea widely held even today in this country. For instance in a supposedly analytical article in the *Cleveland Press* of April 9, 1947, a a news columnist expressed the notion: "The male struts, and the female is coy. Somehow along the way, a chemical reaction occurs. . . . I do not see how . . . to embroider further these simple fundamentals . . . automatically known by all boys and all girls as soon as the sap, together with the moon, begins to rise."

The objective truth is that in reality human beings can no more select through inborn drives a suitable mate for marriage than they can tell instinctively what foods are wholesome or poisonous. Fortunately or unfortunately they have to use their heads and the experience and knowledge of others in selecting foods, choosing occupations, and doing most of the other things of life. There is much evidence to indicate that the same principle applies to mate selection.

As a matter of fact, Americans have not always entered marriage without advice and guidance from the maturer members of the group. In Colonial days parents had a dominating voice in determining whom their children married. By custom, if not by law, a girl could not be forced to marry against her will; but the pressure put upon her was psychologically difficult for an ordinary individual to resist. While parental authority was not as great for boys, the record gives cases of sons who married contrary to their preferences because of parental insistence. Under this system, economic and social factors were primary considerations in marriage; emotional and personal inclinations secondary.

Objectionable and faulty as such an arrangement appears at present, those under it who had most to do with marital selections were not carried away by emotion. They looked at prospective mates for their children practically, with a minimum of distorting emotion and a maximum of mature balanced judgment.

So unnoticed has been the change from parental control that the need for a substitute has not been generally recognized. Rather, with a minimum of guidance and teaching and with an almost complete lack of organized effort to transmit to them what parents have learned from tradition and experience, children are allowed to grow up to the age of dating. They begin to pair off and in time move on toward the final decisions before marriage, with little help other than that which they get from their own limited and highly emotional experience, or that of associates equally unprepared for such momentous choices.

Great Expectations

In no other realm are the young expected to be as completely self-reliant and prepared for life as they are when they begin dating. In education they usually have years ahead of them. Years of further preparation are essential before they begin to support themselves. Legally they are still minors and subject to parental control. In those fields of professionalization where training is long, individuals far along in dating are still regarded as uninformed and immature. Even on the completion of a prescribed course of training and, as in medicine, of a period of supervised internship, the individual is usually regarded as inexperienced and placed in a junior position. Training, supervision, and experience are all assumed to be essential to the development of full capacity and wise judgment.

The contrast in the choice of a mate is extreme. No kind of training, formal or informal, is considered essential. Supervision or guidance from older persons is the exception. Without any clear recognition of its importance, the young usually gain experience in association with, and in judging, those of the opposite sex in play, in school, and through dating. However, generally today dating is the primary means by which individuals gain a great part of whatever training or experience they get that prepares them for one of the most fateful and influential choices of their lives.

That is to say, dating serves a vital educational and social function. One who dates reasonably frequently a number of different persons during the years of adolescence tends to broaden his experience, enrich his personality, gain poise and balance, increase his ability to adjust to others under varied circumstances, reduce his emotional excitement on meeting or associating with those of the opposite sex, enhance his ability to judge others objectively and sensibly, add to his prestige among those of his own age, and obtain a wider acquaintance from which a mate may be selected. Occasionally such values are acquired through experiences other than dating. Most commonly, however, they are obtained in considerably reduced form by the individual who does not date or dates relatively rarely.

The advantages of dating may be brought out by a comparison between two fairly common types of boys. Recall the young man who for one reason or another has done little or no dating until he is approaching the time when he can support a wife. Compare him with a normal boy of the same age and attractiveness who has dated as occasion demanded from the time he was ten or twelve. Imagine the two meeting two equally attractive girls. Obviously the first boy will be timid and shy, while the second will meet the situation normally and easily. Further, if the first survives the embarrassed initial shock, the chances are more than even that he will fall seriously in love, start a whirlwind courtship, and rush headlong toward marriage, regardless of the possible undesirability of his associate as a mate. Lacking experience, he is likely to act in a manner characteristic of one several years younger.

In contrast, the second boy will generally meet a girl without great

disturbance—girls are a matter of course in his experience. He may or may not find her attractive. If she is, he may show an interest in her and date her. On the other hand, a date to him is a common experience. If it is repeated many times, it is usually because of common qualities that make for compatibility between him and his associate. Even if he is unusually drawn to his new acquaintance, he will not commonly, certainly not necessarily, lose his equilibrium. The first boy usually lacks maturity in matters affecting women; the second as a rule shows poise and judgment in such relationships. Differences in educational and developmental experiences in dating give the second a much greater chance than the first for a sensible choice of a mate, and successful, happy adjustments after marriage.

The evidence is convincing that the person that does not date or is kept from dating, whether by parents or by circumstances, does not have the opportunity in current society to grow fully into normal adulthood.

Training for Dating

Bowling Green State University, one of the regional institutions of higher learning supported by the state of Ohio, is so convinced of the significance of dating that it has set up a course on the subject. Along with the other colleges and universities of the country it has shared in the widespread movement to provide education for marriage. Aside from a course intended primarily for those seeking professional training in home economics, it has for several years offered an elective on marriage and the family. In conformity with fairly frequent practice it has limited this course to juniors and seniors.

The new offering in dating is experimental. Enrollment is limited, is divided equally between men and women, and is restricted to freshmen. The purpose of these limitations is to provide favorable conditions for open discussion of current problems of association between the sexes among actual participants who are for the most part presumably still unfettered by strong ties to specific individuals they expect to marry. As the course proves itself, it is hoped that restrictions may be removed to allow as many first year students as possible to participate in the study.

The primary reason for the departure in this offering is the failure of the advanced course to reach students early enough to affect, without undue emotional disturbance, their choice of mates. Generally, training provided in colleges and universities, even that in high schools, in the current movement for family education, is directed toward marriage and postmarital adjustments. Even a superficial examination of popular texts is proof of this fact. None of the more widely used books gives more than a third of its space to association before marriage, many give around a quarter, some give much less. The justification for this emphasis for juniors and seniors is that many of them are approaching engagement, if not already engaged or married. Their interests are therefore on the later phases of association before marriage, and on marriage and its relationships. In consequence, findings on the choice of a mate come too late to affect decisions greatly without considerable strain. A person who has made an obviously unsound selection is very likely to look for a flaw in the evidence or in justifiable conclusions in order to defend to himself his choice.

Theoretically, presentation of objective data in support of, or against, a mode of behavior ought to lead individuals to modify to some degree their conduct in line with the evidence. Actually, it is expecting a great deal of students who have deep attachments and who may have announced their engagements to suppose many of them will take existing findings about mate selection, even those best supported, so seriously as to break established relationships. In other words, the study of mating in groups of this age cannot be as fruitful practically as that of problems yet to be met and resolved by the individuals.

Theory and Practice

Accordingly, the offering on dating was set up to focus attention on the immediate problems of association of the unattached individual. It traces briefly the background out of which dating today has come, analyzes its functions, discusses the problems adolescents meet in their association in the light of these functions and the findings of research. Included in any honest analysis of this order must be many very practical subjects like going steady, necking and petting, control of emotions, initiative in matters of sex, and sex relations outside of marriage. The focus of the course as actually taught is to relate each and every question to its bearing on a sound preparation to live normally, a sensible choice of a mate, and a lasting happy marriage. The fundamental value assumption is that practically every normal person in American society looks forward toward marriage, and hopes that his marriage will be lasting and happy.

What is the result of the course? Obviously it is too soon to offer statistical conclusions when only twenty-two students have completed the study. Further, this group was not representative of an ordinary freshman class in that all except one of the boys had seen military service, some as much as four years. In consequence they were from two to six years older than the girls. This fact of diversified experience and maturity among the students modified points of view fundamentally. An equally heterogeneous group is not likely to be found again in a freshman class. Some of the girls from protected homes were quite naive; in a number of years of military service some of the boys had learned about all there is to learn. Nevertheless, in the concluding meeting, in unsigned evaluations, the students were unanimous in saying that if they had it to do over and knew the content of the course they would take it again. One did say he felt that, except for practical obstacles and public opposition, it should be taught in high school rather than in college—a point which had been discussed in class.

Student Response

The anonymous reactions and suggestions of the students were varied on many points. One student asserted that except in a few cases "we never reached a conclusion." To another "the good thing about the course is that . . . the student is shown both sides of the subject and is left" to form his own judgment. A third wished that the course could have been more personal, that the instructor had held interviews with the students and had brought their specific problems into class for discussion.

To veterans many points taken up were far from new. In contrast "when a girl starts to college," according to one individual, "she comes up against some new problems. She is dating fellows older than she and some of them have some pretty advanced ideas. To be able to discuss the problems that come up on a date should be a

help to everyone." Another member thought "the subjects discussed are ones which the average student doesn't know enough about." To a third, the course helped "reason things out, . . . taught me things I had found out myself but didn't quite know the value of and . . . helped me see them in perspective." To still another, the study gives "confidence . . . and makes you look at life in a more factual manner. . . . If *nothing else* were accomplished, it exposes one to valuable reference material."

Such opinions of students are not proof of the need or value of an educational offering. On occasion, individuals may not know what they need to learn to make effective adjustments to life. On the other hand, in the absence of more convincing and reliable evidence, student judgment may be a valuable asset in determining the direction educational effort should take. When logical analysis and the opinion of students who have been exposed to instruction agree on the need for training in dating, there can be little question of the value of the innovation.

On the Campus

JUDSON T. LANDIS
Michigan State College

One G. I. college student in four is married. One half of these married students will be fathers before graduation day. Worried parents and marriageable students are asking many questions about the desirability of a college marriage. What does it cost to live? Do married students make the grade? What is it like to live in a trailer? What are the advantages and disadvantages of being married? Worried mothers are thinking about the added responsibilities for their sons. Will John be able to do his school work and support a wife? Who would support them if they should have a baby?

The author and his associates have been swamped with questions of this type from students and parents. There is no basis of experience to draw upon, for, in the past, few students married and remained in college. We decided to ask the married couples now in school for answers that might help those contemplating marriage.

Five hundred forty-four couples cooperated in supplying information covering all phases of their experience. They filled in questionnaires, each husband and wife making responses independently of the other. All responses were anonymous. The couples cooperated enthusiastically, knowing that the information was to be used in counseling their associates who were considering marriage or who might be experiencing problems and conflicts in marriage.

The couples participating may be considered to be typical of married students. They are from many states, from varied social and economic backgrounds, and all are living in trailer camps, barracks, or small apartments characteristic of college housing over the country. All are in the early years of marriage.

Each person was asked the question: "Knowing what you now know, would you marry before finishing college if you were unmarried?" Three fourths said they would, while one in four said definitely "No" or expressed doubt. A greater percentage of the men than the women would hesitate to marry before finishing school if they had it to do over. The reasons the men gave for their hesitation were usually financial or connected with housing difficulties. Some do not like to see their savings melting away, or say they would prefer to start marriage on a more economically sound basis.

When asked if they would advise a friend to marry while in school, there are fewer who say they would advise it for a friend than there are who say they would do it again themselves. Two thirds would advise it for a friend, again a larger percentage of the wives than the husbands being favorable. The fact that from a third to a fourth of these married people are doubtful about whether college marriages are a good idea will suggest to the unmarried student that he might well delay a while and consider carefully before marrying his coed or hometown girl friend.

It is interesting to note here for comparison that more of those favor college marriage who have tried it than those who are outside looking in. When 600 unmarried students were asked if they would marry while in school if they felt they had found the right mate, only a third of the men and not half of the girls said they would favor it, in contrast to two thirds of the men and three fourths of the girls who have tried it.

One factor which must be recognized as a possible complication to a student marriage is the ever present chance of the arrival of a baby. One third of the married students have children and more are prospective parents. Half say they do not plan to have children while the husband is in school. In considering whether it would be necessary for the husband to drop out of school if a baby should come, 15 percent said that it would be necessary for him to drop out, and 10 percent more said it would be very difficult for him to remain in school.

Those who have children love their children and are glad they have them. Yet the limited income, the necessity for both husband and wife to work, limited living space, being tied to the home at night, and the other obligations of parenthood added to student responsibilities, often contribute to tension. Those with children stated that the children constitute a serious factor in causing discord in the marriage. The happiness ratings showed that those with children are not as happy at present as those without.

Although approximately half of the student couples plan to have children before the education is finished, the over-all experience of the group shows that couples with children have to exert themselves to the utmost in order to carry satisfactorily this added responsibility.

If there is adequate income and other circumstances are favorable, then there may be great happiness for the couple who can have their children while in school. It is true that the small children of students are growing

up in closer association with their fathers than is usual. The student father shares in the personal care of the infant. He takes over entirely during certain hours of the day so that the mother can hold a job outside the home. The father who bathes and diapers his infant is going to have a better understanding of the child than the father who sees him only for a few minutes when he is on display at bedtime.

What About the Wives?

In the college marriages here represented, one wife in ten is also a student. In the other cases, the wives are working or are kept busy with housekeeping and care of the children. Almost half of them work at outside-of-the-home jobs whether or not there are children. How are the wives taking college life as it comes to them indirectly? Do they feel it is too much of a sacrifice to have to spend the early years of their married life as they are doing? Certainly most of *their* mothers began differently.

But the response of the college wives on this point was emphatic. They are not complaining. They were almost unanimous in saying they felt their sacrifice was worth while and a great many added that they do not consider that they are making any sacrifice. They like their lives for the present and expect the present to pay off in the future.

In general, the wives do not feel critical of the husbands. If there were complaints, they were such as these: "He clutters up the house with books and clothes and doesn't pick things up." "He doesn't take responsibility for repairs and improvements in the apartment." "He studies too much, comes home and doesn't talk to me." Or, "He doesn't wait for me to finish a meal before he leaves for classes again."

What of the husbands? In answer to the question, "Do you feel that your wife is a help to you in your efforts to get your degree?" Most of the men said an enthusiastic "Yes." About 20 out of the whole group of more than 500 were doubtful. Those who did not feel that the wife was a help seemed to have marriages which were not very happy. The husbands, like the wives, had a few complaints. Their most common criticism was that wives interrupt their studying. "She asks unimportant questions." "Doesn't find something to absorb her interest while I am studying." "Does housework at night when I am trying to study." "Listens to the radio." "Has too much company." "Doesn't put the baby to bed until late." "She always has chores for me to do."

Many of the criticisms the husbands make suggest that the wife may feel neglected and her interruptions may be, even unconsciously on her part, simply attempts to get a little attention. Comments added by husbands imply that many wives, not being students themselves, fail to realize how much time and energy are consumed by school work. Some wives want to do more entertaining or go out for recreation more frequently than is possible for the husband if he is to keep up with his school work. Statements by both husbands and wives reveal that it is hard for wives to understand why the husband is not willing to take time for these things and for fixing up the apartment. To the wife if seems that he is just not interested in some of the things that are important to her.

Vote of Confidence

When asked about the advantages and disadvantages of married life while in school, the couples listed many more advantages than disadvantages. They appreciate the social and emotional security that comes with being married. Both the wives and the husbands mentioned this frequently. Wives said, "I know he loves me, and I don't have to worry about dating and making decisions about my future." Husbands said, "I don't have to waste time and money trying to date, or chasing around socially." This seems to be strictly the married point of view. Probably the single students who are in the process do not feel that their dating and social life is too much of a worry or waste of time and money.

Other advantages of being married which were listed were such as these: "I appreciate a home of my own to relax in." "I am more stable since I lead a more regulated life." "The added responsibility of marriage gives more drive to my work." "I have someone to tell my troubles to who is really interested." "The sense of mutual sacrifice and sharing means a lot." "We are sharing my education and can build our future together."

With the majority of couples these benefits outweigh the discouraging aspects of their lives, which have to do chiefly with money, housing, and insufficient time for recreation. Frequently they said, "There is not enough money." "We don't get to spend enough time together, can so seldom go out together evenings." Or, "Because the wife has to work away from home we have a hard time keeping the housework done."

There is evidence to show that the advantages the couples listed do outweigh the disadvantages, for it is common knowledge on college campuses that the married students are good students. In the matter of grades they supply stiff competition for the unmarried students. A recent study of grades made at the University of Wisconsin reveals some interesting comparisons in favor of married students. They consistently make better grades than the single students; married men with children make better grades than those without children; and those who live in the trailer camp and have children make the highest grades of all.

Those who have seen college trailer camps from the outside often have the impression that they must be drab places, where living is not very pleasant. It is true that there is no plumbing in the trailers so that all water must be carried in and out, and it is necessary to use a central shower house. These trying conditions are readily observed by the outsider. But the features of trailer camp life which the married students value most highly are not immediately evident to the casual observer.

Community of Interest

A great many of the husbands and wives mentioned the pleasure of living among other couples of about the same age, who have a similar income and much the same ambitions and interests. This would make for harmony and satisfaction in any community. They appreciate also the friendliness and helpfulness of their neighbors, and the fact that it is so easy to make new acquaintances and to build friendships. Next they mention how glad they are to have a home of their own where they can be alone. This is important to couples who had to live with parents or other relatives during the war.

Even the lack of plumbing is not all loss, for the central wash house serves as a common meeting ground for all who live in a section. It is the nerve, gossip, and news center of the community. One wife put it this way: "Wash day is visiting day. While I do my washing I catch up on all that has been going on in the trailer camp,

and get a lot of help from talking with other mothers who have some of the same problems I have."

Although the great majority of the marriages are rated as happy or very happy, a fifth of the couples have considered separating at some time since the wedding. Some of these stated that they have felt the need for a conference with a marriage counselor. In ranking problems causing family friction, the married students ranked difficulties with in-laws as the biggest problem in their marriages.

Other problems ranked in the following order: division of work in the home, problems connected with finances, the training and disciplining of children, social activities and recreation, sex relations, religious differences, and associating with friends. Although none of these problems is peculiar to college marriages, difficulties with in-law relationships are aggravated because of the special circumstances. Many parents are too conscious of the "hardships" of such a marriage and cannot refrain from trying to advise.

"Smother-in-Law" Problem

One daughter-in-law expressed her feelings this way: "I have always liked John's parents and I never thought it would be possible for us to have in-law troubles. But they hover over us so that I feel smothered. They rented an apartment for us because they didn't want us to have to live in a trailer, and it seems that if we ever have a free Sunday when John doesn't have a lot of school work to do, they drop in to see us. I've tried to be appreciative of all they do for us, but I feel more and more irritated. I often wish we could just live in a trailer and be on our own and have a Sunday to ourselves now and then. Once or twice when I was tired I have showed my feelings by acting ungracious and now John's mother is hurt and offended."

Some of the wives or husbands are not as mature as this wife, and make little effort to understand the parents-in-law. Some are belligerently independent; frictions develop over trifles.

Division of work in the home rates as a much greater problem in the college marriages than in other marriages because of the special circumstances under which these couples are living. With so many of the husbands working as well as going to school, and half of all the wives working also, there is naturally a question about who is going to do the housework and take care of the children. The difficulty that may arise here is illustrated by the case of Jane and Bill who went to a marriage consultant for help.

Jane said: "I work eight hours a day and earn $200 a month. I come home at night so tired I can hardly move, and there is the cluttered apartment facing me—dirty dishes, dust, and disorder—and Bill's clothes not even hung up. Bill works after school and comes home two hours after I do. But does he pitch in to help—no—he flops down on the davenport and sleeps for an hour. He expects me to get his dinner while he sleeps, then he thinks I should do the dishes so he can study all evening. I'm so tired of the whole arrangement I'm ready to quit."

Bill's story was: "My classes start at seven in the morning. I'm carrying an extra class load so I can get through sooner. Jane agreed to this in the beginning but seems to have forgotten it now. I am through with classes at three and go at once to work my shift in a tool factory. When I get home at seven I'm exhausted and know that if I don't get some rest I won't feel like studying in the evening. Jane resents my resting while she gets dinner and constantly prods me to get up and help. She doesn't seem to appreciate the necessity for me to study in the evenings and always is asking me to help her clean house or wash. I keep wondering why I ever married. If I weren't married I could do my school work and my factory work and pay my way as I am doing now, without being criticized and heckled all the time."

In such a case there is no doubt that both are working too hard and the tension has mounted until the marriage is threatened. If children were present the problem would be even greater. Some couples solve the problem by attempting to live on less money, so that one or the other can have a lighter work load outside the home and give more time to homemaking. Almost all have the task of working out a fair division of labor. The more fortunate couples are those who have entered marriage with no preconceived notions about what is "man's work" or "woman's work."

How to make the money stretch is one of the chief problems of these couples. Their living costs average between $130 and $150 a month. This means that it is almost impossible to manage on the $90 a month G. I. allowance. A few say they do live on that amount. The average budget looks like this:

Food	$52
Rent and utilities	32
Clothes	15
Recreation	10
Insurance	10
Household equipment	7
Medical	4
	$130
Car	18
	$148

A fourth of these couples are borrowing money or living on savings. The rest are meeting expenses as they go. Some are even saving money for the future. The most common economy the student couples practice is to eliminate eating out. Many do home canning of products from their own gardens. Quite a large number of the wives do their own sewing. Some couples hitch-hike when they travel. Expenditures for recreation are held at a minimum. Half of these couples keep a budget. The others say their expenses are rather rigidly set. They may keep a record of expenditures but don't bother with a budget.

Most of them are democratic in the way they handle the money. The old patriarchal system in which the "head of the house" holds the purse strings and requires an accounting of every expenditure from the wife, is out, as far as three fourths of these couples are concerned. The responsibility for making ends meet is quite equally divided. Although family finance is a serious matter, there seems to be rather good agreement on how the money should be used.

Perhaps for some of the couples who are in agreement on finances now, there may be periods of difficult adjustment later as suggested by the comment of one wife who said, "We go without everything *now*, because he really *has* to get that degree, but just wait until he is through! I'm going to have *my* share then and make up for lost time!" However, these years of cooperation toward a common goal are valuable in building a good relationship as a basis for harmony in the future.

So these are college marriages. There will be some of them that will not survive the tensions caused by the added demands of marriage and family living while in college. But the evidence here seems to indicate that for most of them shared experience during college years is making a worthwhile contribution toward building a successful marriage.

THE COMMON WELFARE

Mr. Anonymous of Bell Street

On November 4, an unassuming citizen of Kansas city died at his Bell Street residence at eighty-six.

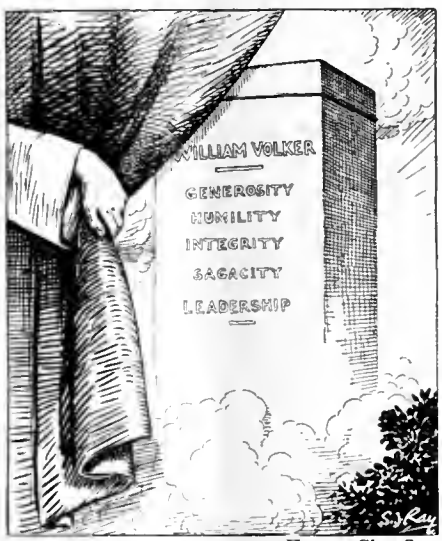
Newspapers carried editorials and half page accounts of his life, but no one will ever know the full tally of what the city owes to this modest German immigrant who always dressed in inconspicuous clothes and narrow bow tie, never owned an automobile, and chose to ride streetcars instead of taxicabs. The shade manufacturing business which he established made him the city's wealthiest man, but his real eminence was as a good citizen.

For at least forty years out of the sixty-five that William A. Volker lived in Kansas City he devoted his time, his vision, his influence, and his substantial wealth to the common welfare. In 1910, he became the first president of the first municipal welfare department in the United States. While he was in office the department carried out social research of which any city could today be proud. It established a municipal free loan agency, legal aid service, and a public recreation program in addition to the basic welfare department functions.

There is no record of how much of this became possible through anonymous supplementing of funds by the board's president. Some years later, when Mr. Volker was on the school board, he was asked who was financing the new children's milk fund. He answered that the Junior Red Cross was doing it. Pressing the question, "But who is giving the Junior Red Cross the money?" brought the terse comment that this "was a matter of no importance."

His sincere desire for anonymity, which was frequently thwarted by the munificence of his gifts, was not the only characteristic of Mr. Volker's philanthropy. He was remarkable for his shrewd vision, continued personal interest in the projects that he financed, and for the diversity of his interests—there is hardly a field of civic welfare to which he did not give stimulation and assistance.

The thriving young University of Kansas City was launched with his gifts, totaling over three million dollars. He provided scholarships to scores of students and professional workers, particularly in the fields of social work and education. Thirty years ago, when the state's first road building program was bogging down because of the excessive price asked for cement, Mr. Volker purchased a large cement plant, asked the state auditor to determine the cost of production, and then contracted to fill all the state's requirements at this cost price. He established and initially financed a teachers' pension program. Other interests were the Philharmonic Orchestra, Research Hospital, and the first tuberculosis hospital. He gave essential and uncounted funds for the fight for clean and decent government, which culminated in 1940 in the defeat of machine politics.



Kansas City Star

"His Life His Memorial"

Mr. Volker's generosity was not confined to Kansas City. His gifts to Wayne, Chicago, and other universities ran into the hundreds of thousands. For many years he was a large contributor to the National Urban League.

Survey Associates is proud of the fact that he was one of the founding members in 1912, and ever since that time has been one of its most distinguished and generous members.

In 1932, Mr. Volk contributed one half of his holdings in his companies to a permanent charities fund. Upon his retirement five years later, he turned over the rest of his holdings to this fund.

Jacob Billikopf and the late Frank P. Walsh, who were to become national figures, were fellow members on the first welfare board. An old friend of Mr. Volker and, from a community viewpoint, his "discoverer," Mr. Billikopf tells how his spirit affected his home as well as his community.

"William Volker did not marry until late in life. He lived with his mother, a German, who could hardly speak English. How proud she was of her son William! She knew very little, if anything, of his benefactions or the character and size of his business, but whenever I would dine with them on a Sunday, she would tell me with great pride that William was a fine business man. He would sell the surplus chickens and eggs she raised at a much higher price than prevailed in the market.

"What he did was this. He would bring the eggs and chickens to his place of business, distribute them among the employes, and on his return home would make his mother happy by having sold the products at a 'good profit.'"

A favorite local quotation is Mr. Volker's definition of a rich man. "It is one," he said, "who has a roof over his head and three meals a day. All else is surplus." His life exemplified the social responsibility with which he regarded this "surplus."

On November 4, the citizens of Kansas City approved by more than a two thirds vote a bond issue of $41,561,000, which included nearly $5,000,000 for welfare. Most of the projects involved were ones which Mr. Volker either initiated or backed. It is peculiarly fitting that on the day its first citizen died, the people should provide for a great expansion of the services to which he was devoted.

HERE IN WASHINGTON

WASHINGTON IS A CITY OF UNcertain men. That explains a lot in the city that today seems puzzling and peculiar. It just isn't possible for men so personally insecure to make effective decisions and stick to them.

That personal insecurity stems from the top down. Few men in Washington know where they will be next year, much less five years hence. The "biggies" are worried about the election, the situation in Europe, the threatened business collapse. No matter how confidently they speak for publication, they just don't know. Anything can happen politically and economically. That at least they do know but it doesn't add up to peace of mind.

The little people, those who hold the lower paid government jobs or work in various enterprises that serve the government people are worried primarily about their jobs. They do a bit of additional worrying about Europe, the war prospects, and so on, but the job comes first. The last few months have demonstrated that even old time government employes can lose the job to which they cling at present. They hope to hang on but they don't know. Wartime employes do not even hope. They hold their jobs on a day-to-day basis never knowing at what moment they may be "bumped" or their particular agency abolished.

Living costs in Washington are high —among the highest in the United States. Federal salaries have not expanded to meet increased costs, the government employe who seeks to reduce expenses finds that an almost impossible task. He just can't find a cheaper apartment or house. His food bill has been cut to the lowest possible figure. Necessary wardrobe replacements leave practically nothing left over from the bimonthly pay check. And he hears that Congress plans further cuts in government payrolls. With the loyalty checks in mind he worries about the little groups with which he was accustomed to meet maybe ten years ago or five. That group wasn't on the Justice Department's list but . . . .! He tries to remember what they talked about. Were some of the members a little pink? Were any of them downright red? When not worrying about his job and the price of things he spends wakeful nights searching his mind about that group.

The little men, of course, do not make decisions. But they add up to the total of Washington and make a decided contribution to the state of uneasiness now prevalent in that troubled city.

Washington has been called Headache Town. It was never more true than it is today.

◆ ◆ ◆

THE REPORT OF THE BALTIMORE Commission on Efficiency and Economy was a shock. The commission had been asked to make a study of the public welfare program in the good city of Baltimore but as the report appeared it was more of an attack on the Social Security Act itself and the curricula of schools of social work generally. Apparently, the commission advocates a return to the principles of the Elizabethan poor laws.

A second report covering the entire state of Maryland will appear in February. Governor Lane and Mayor D'Alesandro of Baltimore have indicated that action on the Baltimore report will be delayed until the second one is in.

National interest in the Baltimore report is interpreted by pessimists as indicative of bad news for social welfare programs generally. And that includes those already established and generally accepted.

◆ ◆ ◆

THE DEPARTMENT OF THE INterior has released some startling figures in explanation of the sorry plight of the Navaho Indians. Basically, it is a problem of too many people and too few resources. According to Interior's figures the Navaho population since 1868 has increased from something under 10,000 to 61,000 today, and may reach a possible 70,000 in 1960. Tribal resources are sufficient to support only 35,000 at a minimum standard of living.

The situation has been described as a "national disgrace" in Congress, where an emergency relief fund had been approved.

◆ ◆ ◆

THE PUBLISHED REPORT OF THE President's Committee on Civil Rights is a magnificent document and can be had from the Government Printing Office for $1.

The Federation of Citizens Association of the good city of Washington, however, does not like the report's comments on racial segregation in the District. "False" and "biased" is the way the federation views them.

◆ ◆ ◆

THE HOUSE SMALL BUSINESS Committee raised a hornet's nest about its ears with it co-op hearings and now has decided not to make a report. Chairman Plooser found that his committee would not support his antico-op views so he is dropping the whole matter and wants nothing further said about it.

◆ ◆ ◆

PROSPECTS FOR AN EFFECTIVE anti-inflation program would seem to be dim. Leaders in both major political parties are frightened to death of present high prices but can't, or won't, get together. So no bipartisan attack can be expected.

The truth of the matter is that there are influential forces actually in favor of the "boom and bust" type of economy. They are pleased with the boom now and will be equally charmed with the bust if and when it comes. They talk of unemployment—about 4,000,000 or so—as "healthy" although admittedly unpleasant for the persons affected. The talkers, naturally, do not expect to be among those 4,000,000, which gives them a beautifully detached viewpoint.

Rica Schneider

THE COUNTRY OVER

Medical Research

A tripling of the money spent in the United States for medical research, public and private, was recommended by the President's Scientific Research Board in October. According to the report, the fifth and final of a series of reports on science and public policy prepared by an interdepartmental board headed by John R. Steelman, national expenditures for this research should be increased from the present approximately $110,000,000 annually to $300,000,000 "as quickly as possible." In a previous report the board had warned of a critical shortage of scientific manpower, and urged financial support to colleges and universities and to deserving students to prevent serious impairment of our scientific effort.

"Most of this expansion must come from public funds," states the report, although "federal support for research should supplement, not replace, other funds." During the fiscal year 1947, the federal government spent an estimated $28,000,000 for research, industry about $50,000,000 and private foundations about $25,000,000.

Pointing to the lack of any over-all planning authority to coordinate the nation's varied research programs, the board also recommended the establishment of an advisory committee of government and nongovernment medical scientists to coordinate the work being done, to relate government research to work supported by private sources, and to insure the effective use of existing government resources.

Last year a bill which would have established a National Science Foundation to develop a national policy for scientific research and education, to initiate research, grant scholarships and fellowships in this field, and to correlate government programs of research with work in private organizations, was vetoed by the President on the grounds that the "complex and unwieldy" administrative set-up would divorce the foundation from government control.

New legislation slated for introduction in the present session by Senator H. Alexander Smith and Representative Roy A. Wolverton, both of New Jersey, represents a compromise in the matter of administrative control The bills call for a full time director, appointed by the President with the consent of the Senate, who will carry out the general policies laid down by a twenty-four-man board of leading scientists.

Awards for Medical Research

Over $10,000,000 was awarded by the U. S. Public Health Service for basic medical research during the period from January 1, 1946 to September 15, 1947, according to a recent report. The awards were made to 629 scientists in 193 institutions, including hospitals, universities, and foundations. The largest single sum was awarded for research in venereal disease, primarily in the use of penicillin for treatment; the second highest for cancer study; and the third for research in cardio-vascular disease.

Chronic Illness

The opening of a new line of attack on degenerative diseases, which take an annual toll of half a million lives, was announced at a December meeting of the American Pharmaceutical Manufacturers Association. A new organization, the Pharmaceutical-Medical Research Foundation, has been set up under the joint sponsorship of the American Medical Association and the APMA, to conduct studies in the chronic illnesses, primarily those of high blood pressure, obesity, diabetes, and heart ailments. The AMA together with representatives of the APMA will direct the research, with financing coming mainly from the industry. About $50,000 will be made available for the work during the first year, most of it slated for institutions already conducting such studies.

Dr. Andrew C. Ivy, vice-president and director of professional schools at the University of Illinois, told the members of the association that "there is plenty of evidence to show that cancer, and degenerative diseases . . . can be brought under control. The problem, however, will require more man-years and money to solve than the problem of the infectious diseases."

The "premature deterioration" in health evident in all too many people today, was stressed by Dr. Edward L. Bortz, president of the AMA. If the life cycle of the human being goes through the curve of evolution, development, and senescence common to lower animals, and if man is physically mature at twenty-five, "then he should have an average normal life span of 150 years," according to Dr. Bortz, while today "he averages only sixty-eight years of age."

Human Reproduction

Announcement of a comprehensive program of research into the social, economic, and medical aspects of human reproduction, the first coordinated study of the subject ever undertaken in the United States, was made in November by Dr. Haven Emerson, chairman of the National Committee on Maternal Health in New York. The committee, which will set the policy for the study, has contracted with the National Research Council of Washington for the latter to direct the investigation, allocate funds and make assignments. To this end, the council has already set up a committee on human reproduction. The Planned Parenthood Federation of America, which is affiliated with the committee, will undertake to raise "a substantial part" of the needed funds.

In explaining the new project, Dr. Howard C. Taylor, president of the council's new committee, pointed out that "today, $30,000,000 is spent in this country for research on animal and plant breeding, but virtually nothing . . . on any coordinated research program in the far more important field of human reproduction." He also reported that despite the 82.5 percent decline in infant mortality between 1910 and 1945, most of this reduction has been in deaths of babies from one month to one year old, while the deathrate for infants under one month has declined only 1.8 percent in the whole thirty-five years. "About two out of three babies who die in

the first month of life do so because of premature birth or congenital malformations."

Social Approach

New York's Sydenham Hospital which during the past fourteen years has been successful in building up a Negro-white staff to serve an interracial clientele, has announced plans for a greatly expanded institution to be known as Sydenham Institute, which will integrate hospital facilities with the products of social and scientific research. Believing that a hospital should be part of a wider institution concerned not only with the illnesses of individuals but also with the maladjustments of the community it serves, the directors and sponsors of Sydenham are organizing a national drive for $7,500,000 to provide two new divisions at the hospital: a Research Institute of Medical and Related Sciences, and an Institute of Community Relations.

According to Dr. Alfred E. Cohn, a member of the board of directors, Sydenham is the first hospital in the country to combine medical practice with a social approach to the health problems of the community. "The lag in developing this conception comes about as a result of the traditional attention that was devoted to the high incidence of infection in the past. . . . The dominant diseases of today are those of the heart and circulatory system, diabetes mellitus, chronic arthritis, cancer and maladies of the skin . . . psychoneurotic disturbances. Sufferers from these maladies, as outpatients, can often be treated in their homes. A situation is created, therefore, in which social scientists join forces with men of medicine."

The Public's Health

The lively hearings held during the last session of Congress by the health subcommittee of the Senate Committee on Labor and Public Welfare on the Health Insurance and Public Health bill (Murray bill) and the National Health bill (Taft bill) are scheduled for continuance when Congress reconvenes. The Murray bill is designed to carry out the major proposals submitted to Congress last year by President Truman for setting up a comprehensive national health program through grants to states for expanding public health services and through a nationwide health insurance system. The Taft bill would authorize a yearly appropriation of $200,000,000 for grants to states to assist them in providing general health, hospital, and medical services for people who cannot pay for them. It also calls for an appropriation of $3,000,000 to assist states in making an inventory of existing services and to plan for extending them.

At the hearings in the last session, the Murray bill was backed by Surgeon General Thomas Parran; Watson B. Miller, now Commissioner of Naturalization and Immigration; Leon Henderson; Dr. Ernest Boas, chairman of the Physicians Forum, Inc.; The Committee for the Nation's Health; the AFL and the CIO. Support was given the Taft bill by the American Medical Association, the United Public Health League, comprising state medical groups, the New York Academy of Medicine, and the American Hospital Association's Blue Cross Commission.

Needed by 1960

Delegates to the annual conference of state and territorial health officers held in December, heard and approved Surgeon General Thomas Parran's recommendations for a program of greatly accelerated training of physicians, dentists, nurses, and other health personnel.

Dr. Parran reported that by 1960 an estimated 50,000 to 55,000 more doctors will be needed than are now in prospect. This goal can only be reached by doubling the present output of doctors.

And also needed will be more than double the present total of about 75,000 dentists, if the public is to receive adequate dental care. Today there are not enough dentists in the country to give proper care to children alone, even if all adult dental needs were neglected. Between 500,000 and 550,000 professional nurses will be needed in 1960, or 200,000 more than the present number, according to a recent survey conducted jointly by the U. S. Women's Bureau and the National League of Nursing Education.

"One of the principal stumbling blocks to producing more physicians," according to Dr. Parran, "is the precarious conditions of many medical schools. Tuition payments meet only a fraction of the costs, although tuition fees have been raised 20 percent since 1940." Public funds are necessary, in the opinion of Dr. Parran, if these schools are to give necessary training to an adequate number of students.

The conference resolution in support of Dr. Parran's program called for grants-in-aid to medical schools and for more facilities for medical teaching. It also requested a system of scholarships for medical students who in return would agree to serve for a stated time in federal, state, and local health services.

Health Insurance

Compulsory health insurance for low income groups, financed through government aid and payroll deductions, was advocated by Bernard Baruch in November as part of a fifteen-point program to improve the nation's health. Speaking at a dinner in honor of the progress of the Associated Hospital Service, New York's Blue Cross Plan, Mr. Baruch urged a reorganization of medical practice to stress group medicine and volunteer health insurance, but pointed out that some form of compulsory insurance is needed for those who cannot afford to pay for voluntary plans.

Blue Cross Plans in the United States and Canada had a total membership of 28,833,795—over 19 percent of the total population—on October 1, according to a recent report from the Blue Cross Commission of the American Hospital Association.

Pending Measures

The legislative committee of the National Congress of Parents and Teachers in November approved the introduction in Congress of a bill to provide federal funds for assistance to states in the development and maintenance of local health units in communities lacking them.

Another measure, on which hearings have already been held in the House, would establish a new grants-in-aid program for the development of services for the prevention, diagnosis, and treatment of physical and mental defects in school children.

Also pending are two dental health measures, one to provide a national research program on dental illness, and the other authorizing assistance to states in developing and maintaining dental health programs.

FAMILY RELATIONS

How to strengthen the American family was the theme of the annual conference of the National Council on Family Relations held in New York in November, attended by more than 600 doctors, lawyers, ministers, teachers, social workers, marriage counselors, and community leaders.

It was unanimously voted at the meeting to celebrate the council's tenth anniversary this year by raising an annual $10,000 for the purpose of wiping out an operating deficit; placing the executive secretary on a salaried basis and developing and strengthening the program. The council has a current estimated membership of about 3,000.

Of particular interest was the address by the president of the council, Lawrence K. Frank, on the topic "Needed: National Policies for American Families."

There is urgent need, according to Mr. Frank, "for formulating a national policy to replace, on a higher level, the loss of those traditional beliefs and patterns that once guided men and women and also all others who were taking action and making decisions affecting family life." With the passing of the older, rural society . . . our social order is beginning to break down. The solution is neither in a radical "futurism" advocated by some organizations, nor in a return to the archaic patterns of the past advocated by others. In fact, avers Mr. Frank, many of the traditional ideas now current "are the source of some of our most acute individual conflicts and perplexing social difficulties." It is evident that in our courts, our social agencies, clinics, hospitals, and in many homes, the enduring values of family life are being defeated.

"In times of social-cultural change we have to undertake the most difficult of discriminations—of recognizing clearly and upholding our enduring values . . . while we revise, reorganize and sometimes replace the specific formulations and patterns through which we and our predecessors have tried to embody these values." A national policy on family life would, according to Mr. Frank, recognize the varying conceptions of family life held by peoples of different ethnic, cultural, and religious background, but would "assert the values and aspirations we now accept, at least verbally, and point out where and how those values and aspirations should be recognized in making decisions, planning and executing programs."

"It would be appropriate for various groups to begin a critical self-examination and discussion of what they can contribute to a national policy for family life. A possible question for the legal profession might be: What are lawyers and courts doing to the family and how far is the family being subjected to rules established centuries ago and now wholly anachronistic?" The various bureaus and departments of the government might also reexamine their policies, with concern for this end in view. Such a reevaluation will not be easy, Mr. Frank said, but "if we will keep in mind the far-reaching alterations in our way of life and the obsolescence of so much of our traditional beliefs and practices, we will realize that with the best intentions and highest motives, we may be unwittingly creating some of the conflicts in family life today."

Standards

The problem of the growing number of practitioners, trained and untrained, adequate and inadequate, who are setting themselves up as marriage counselors, was reflected in the session on marriage and family counseling. The participants, under the chairmanship of Dr. Abraham Stone, discussed the proposed standards recently drawn up by a joint committee of the American Association of Marriage Counselors and the council. It was the thought of the committee that the association should accredit marriage counselors to provide some guide for the public in seeking this service, in view of the lack of any legal licensing requirements.

The committee recommended that the marriage counselor have a graduate degree in either education, home economics, law, medicine, psychology, religion, social work, sociology, or nursing. His training should include courses in psychology and human relationships, human biology and the fundamentals of sex anatomy and physiology, the sociology of marriage and the family, counseling techniques, and possibly domestic law. Professional experience should include training for a year under an approved supervisor, demonstrated diagnostic skill, and the ability to discuss sex scientifically. The counselor should be a person of integrity, interest, warmth, and emotionally mature. It is expected that these standards will be adopted by the council at a later conference, after further discussion and amendment.

Britain's Battle

Speaking in one of the conference sessions on "Plans for Strengthening Families Around the World" Dr. David Mace reported on Britain's plans "to fight the Battle of the Family." The weapon in this fight is the Marriage Guidance Council, of which Dr. Mace is director. In the five years of its existence the council has extended its work in over a hundred towns and cities, with hundreds of professional people serving as officers, counselors, consultants, and lecturers. First objective in the program is the establishment of marriage guidance centers to offer constructive sympathetic help in cases of marital difficulty as an alternative to the divorce court. Fifty of these centers are in operation, with more promised.

The second objective is marriage preparation for engaged couples. It is hoped, according to Dr. Mace, "to build up a body of young married people . . . who will set a new standard to the rest of the community."

The third phase of the program is a great educational campaign to teach sound principles of family living. Teams of lecturers have been "percolating into" churches, clubs, factories, schools and colleges and the War Office. The director of army education has requested courses on family living for the entire army; and the navy and the air force are interested too, according to Dr. Mace.

The Catholic churches, with the aid of the council, have started their own marriage guidance organization. A standing conference has been set up to coordinate all the non-Catholic Christian activities in the field of sex, marriage, and the family. Many of the new government programs, such as health insurance and population investigation, are becoming more and more family centered, said Dr. Mace. To link up all activities assisting families, a Family Relations Group has been organized which corresponds to the American National Council on Family Relations. This group is linked with the recently formed International Union of Family Organizations.

Family Affairs

A resolution calling for the establishment of an international union of family organizations was adopted at the World Congress on the Family and Population held under the auspices of the French National Union of Family Associations last June, Dr. Abraham Stone, vice-president of the Planned Parenthood Association of America, has reported. The congress agreed that a common ground exists on which various agencies throughout the world dealing with family problems can unite. It is planned that the new agency will serve as a center for the collection and exchange of information on family life and as a coordinating agency between family organizations everywhere.

A provisional committee was appointed to serve until the union is formally established. Its officers are: M. Veillard, president of the Swiss Association "Pro-Familia," president; M. Eugene Dory, vice-president of the French National Union of Family Associations, and Dr. Stone, vice-presidents; M. Jean Delaporte, who served as chairman of the conference organizing committee, secretary-general. Headquarters of the new organization will be in Paris.

Army Marriage Counseling

In October, the army announced the completion of the first course in marriage counseling ever given at the Chaplain's School at Carlisle Barracks, Pa. Subjects covered in the course included: the importance of the family for child training, the place of the family in counseling, the importance of religious training in the life of the child, mixed marriages, sex instruction, legal grounds for divorce, and the occupational hazards of the marriage counselor.

New Law

Under a new Illinois law passed by the last legislature, a divorce division has been set up in the Circuit and Superior Courts of Cook County for the purpose of reducing the number of broken homes and the resulting child dependency.

Under the provisions of the law, Special Masters in Chancery have been appointed, to whom are referred all complaints for divorce, separate maintenance, and annulment; and all petitions relating to alimony, child custody and support, and attorneys' fees. Where children are involved, court files are impounded for thirty days, and the parents are required to meet with a Special Master in an attempt at reconciliation before court action is taken. If the effort fails, the Special Master obtains detailed information regarding the earnings of the parents, alimony, child custody and support, and reports his recommendations to the Court. In general, payments for support and alimony are paid to the division, which will record payments and make a prompt follow-up in cases of delinquency.

This legislation was drafted by a committee representative of various religious groups, universities, social agencies, and members of the bar, as a result of a two-year survey of divorce cases in Illinois and in other states, and an investigation of divorce procedures in various cities. The study showed that about 90 percent of the divorce cases filed in Cook County in 1946 were uncontested, affording little opportunity for the Court to determine an equitable support order. Nor was there any opportunity for the Court to check on whether its support orders were being compiled with. When petitions were presented to the Court regarding delinquency in payments, the arrearage was usually so great as to be hopeless of collection.

In addition to the grave moral damage to children resulting from the break-up of their homes, the failure of parents to support their children was found to be casting a mounting burden on the state, chiefly in the ADC program. The Illinois Public Aid Commission, in supporting the new legislation, reported that 37.7 percent of the new authorizations for ADC in Cook County in 1946 were caused by broken homes. "Much more important . . . however, is the adverse effect of broken homes on the children and on the family as the basic unit of society."

Uniform Laws

The need for some uniformity in our marriage and divorce laws is pointed out in an article by Gledhill Cameron in the December *Woman's Home Companion*. Commenting on the steady rise in the divorce rate, he ventures the prediction that if the present inconsistencies and disagreements in our divorce laws continue, in less than twenty years half the couples in the nation may not be sure whether or not they are legally married.

Senator Arthur Capper (R. Kan.) recently announced that he will renew his fight in the present congressional session for action on his bill on uniform marriage and divorce laws. In support of his measure Senator Capper will report: that the nation's divorce laws "are in a terrible state of confusion"; that common law marriages are recognized in seventeen states, not recognized in twenty-five, and partly valid in others; that twenty-one states have no laws requiring a waiting period between the time of application and the issuance of a marriage license, and the period of waiting varies in others; that a majority of states require premarital examinations or blood tests, but ten have no such requirements. He will propose that Congress pass a constitutional amendment putting the question up to the states as to whether they will give Congress the authority to pass a general law for the whole country.

Petition for Birth Control

A referendum petition bearing over 80,000 names, asking for an amendment to the state law to permit physicians to give birth control information to married women for health reasons, was filed with the Massachusetts Secretary of State in December. If no action is taken by the 1948 state legislature, the issue will be decided by the voters in the 1948 ballot. Massachusetts and Connecticut are the only remaining states in which it is still illegal for a physician to give birth control information when he deems it necessary for the patient's health. (See *Survey Midmonthly*, May 1947, page 155.)

High Prices

How the strain of inflationary prices is telling on the American family is graphically shown in a survey released by the Family Service Association of America in October. From reports of 114 of its member agencies throughout the country, the association concluded that high prices are not only making it very difficult for millions of families to make ends meet but also are contributing to marital friction, separation, divorce, and the insecurity of children.

Eighty-four percent of the agencies reported that high prices had perceptibly increased the number of prob-

lems brought to them by clients. Chief sufferers, of course, are the marginal income families. Eighty-four percent of the agencies reported that inflation was creating or aggravating tensions in families in this group. Yet families in better circumstances were by no means immune. More than half of the agencies reported that the pinch of living costs was causing difficulties in the higher income levels. Eighty-two percent of the agencies were receiving more requests for help from families not eligible for public assistance. Nearly half reported a rise in applications for aid to supplement inadequate relief budgets. Sixty percent were getting more requests for help in meeting medical expenses. Forty-three reported an increase in the number of working mothers.

In general, the reporting agencies agreed that the greater proportion of families squeezed by inflation were not in danger of breakup or failure. However, the evidence was clear that inflation, like depression, seriously undermines the stability of home life, and in already unstable families, high living costs in many cases proved to be the last straw.

Ways in which agencies are trying to help families meet inflation troubles include: encouraging public agencies to assume more fully their responsibility for giving adequate relief; spreading information on budgeting; helping family members find better jobs or supplement low incomes; finding means of caring for children while mothers work; providing money for acute medical needs; and arranging for placement of children when homes break up.

Clinics

The National Association of Women Lawyers at their annual convention in Cleveland last September voted to develop domestic relations clinics on a national scale in the interest of preventing divorces. To this end, a clinic was opened in New York City in September. According to Adele I. Springer, delegate to the American Bar Association for the association, this clinic was set up as a result of experience with a juvenile delinquency clinic, where "we found that parents and not children were at fault."

In Louisville, the Planned Parenthood Clinic has opened a new counseling service for young people planning to be married. Announced in printed leaflets furnished to all Protestant churches in the community for distribution to their members, the service is designed to give young people physical, psychological, and spiritual preparation for marriage, to help them comply with the physical examination requirements under Kentucky law, and to refer them to available sources for specialized aid, when needed. Although the clinic will not itself offer courses of instruction on premarital questions, it is hoped that the new service will stimulate the establishment of such classes by other organizations.

In Print

Tightening our divorce laws will not cut down the number of divorces, George Thorman writes in "Broken Homes," Public Affairs Pamphlet No. 135. Neither legal restrictions nor moral pressure can resolve the internal tensions which are causing an estimated one marriage in three to end in the divorce court. The rapid increase in divorce reflects the difficulty we are having "in making marriage suit modern needs.

The modern "emphasis upon freedom from coercion and the belief that the interests of the individual take precedence over the value of institutions put the destiny of marriage into the hands of the two marriage partners rather than into the hands of the law. . . . This increased freedom should make happier people, and happier people should make better marriage partners."

Understanding the reasons for our marriage failures, and how to avoid them, says Mr. Thorman, calls for the use of "the combined knowledge of all sort of experts—sociologists who can explore the social forces which affect family life; doctors, psychiatrists, and psychologists who can discover the emotional, mental, and physical factors which make or break marriages; educators, ministers, counselors, and social workers who can apply their findings and make their knowledge available to those who need it." The pamphlet is available for 20 cents from the Public Affairs Committee, Inc., 22 East 38 Street, New York 16.

School Lunch Program

A strategy conference on Saving the National School Lunch Program was held in Washington in November under the auspices of the American Parents Committee of which George J. Hecht, publisher of *Parents Magazine,* is chairman. Representatives of diverse national groups, including the National Catholic Welfare Council, Spokesmen for Children, Inc., and the National Congress of Parents and Teachers, met to outline plans for developing wide citizen support for the program.

The school lunch program, which was made a permanent federal project in 1946 with an appropriation of $81,000,000 in grant-in-aid to the states, narrowly escaped destruction in the 1947 congressional session. The House proposed to cut the appropriation to $45,000,000 and further, to forbid the states to use money obtained from the sale of lunches to children, to meet their responsibilities in matching the federal grant. Under existing state legislation, only Utah could have complied with this matching requirement. The program is financed this year by the federal grant, plus $127,000,000 obtained by the sale of food, $25,000,000 in gifts, and only $11,000,000 in actual state appropriations.

In writing the final appropriation, the Senate-House conference committee agreed to raise the appropriation to $65,000,000, forbidding however the use of any of this money for purchasing school lunch equipment. Since most state legislatures had adjourned at the time the appropriation was made, many of them not to meet again until 1949, the conferees deleted the matching restriction, but at the same time issued the warning that "the states have not done their full share in complying with the spirit of the matching provision contained in the National School Lunch Act. . . . The Conferees . . . desire to make it abundantly clear, therefore, that . . . they are now placing the respective states on notice with respect to their obligations under this program and that failure of the state legislatures to act . . . will have no effect in determining the future requirements of this program."

Participants at the conference agreed to enlist the aid of all interested organizations and citizens in seeking a supplemental appropriation from Congress for the fiscal year ending next June 30 and to work for an appropriation for the following year of $100,-

000,000 for food assistance and $10,000,000 for school lunch equipment. They also agreed to oppose any change in matching requirements.

The American Parents Committee was requested to act as secretary for the groups interested in the campaign, and was authorized to call any future meetings considered necessary to obtain adequate legislation.

People and Things

The work of preparing for the International Conference of Social Work scheduled for April 1948 in Atlantic City, which was interrupted by the sudden death of Howard Knight, has now been resumed. Following Mr. Knight's death, consideration was given by the Executive Board of the International Conference to postponing this meeting. On the basis of recommendations made by the U. S. Committee on the International Conference, plans have been developed which provide for an International Conference more limited in scope than was originally planned. Arrangements have been made to have Joseph P. Anderson serve as acting secretary-general for the International Conference until plans for a permanent secretariat can be made in Atlantic City.

Responsibility for program planning has been assumed by a committee under the chairmanship of Donald S. Howard. Program plans which are now being reviewed by the officers of the International Conference provide for meetings to be held in conjunction with the National Conference of Social Work during the week of the National Conference. International Conference sessions for the purpose of discussing organizational questions will begin on Friday, April 23, and will continue through Sunday, April 25. A detailed program giving the schedule of meetings, topics to be discussed and participants will be issued in February.

Following a suggestion made by the East Bay, California, Chapter, the Executive Committee of the American Association of Social Workers has approved an appeal to chapters for the purpose of raising a fund to be used to help meet travel and maintenance costs of delegates to the International Conference. A special bulletin to chapters inviting participation in this project has been authorized by the AASW Committee on International Cooperation for Social Welfare.

AASW

New chairman of AASW's committee on international cooperation for social welfare is Melvin Glasser, assistant director of international activities, insular and foreign operations of the American National Red Cross. The November *Compass* carries a valuable report by Mr. Glasser on the Preparatory Conference which met in Holland in September to lay the groundwork for the first postwar International Conference on Social Work next April in Atlantic City.

New Magazine

A new magazine, *Touch and Go,* designed to meet the needs of the doubly handicapped—the deaf-blind—made its appearance in November. Published by the American Foundation for the Blind, Inc., it will be distributed without charge to all deaf-blind known to the foundation. Printed in both ink-print and braille, it contains articles, short stories, and poems, many of them written by the deaf-blind themselves.

For Servicemen

With the dissolution of USO, two national organizations have announced their plans to continue service to the armed forces. The National Jewish Welfare Board has allocated over $400,000 for religious, morale, and welfare services to Jewish men in the armed forces and in Veterans Administration hospitals during 1948. The National Catholic Community Service also has voted to continue on a peacetime basis its war program of aid to the armed forces. During the war, the NCCS operated eighty-four clubs, mainly for Negroes, and 674 service clubs and offices, and furnished campus-trainee supervisory programs at 262 universities and colleges.

Officers

The Jewish Association for Neighborhood Centers in New York City has elected Elinor K. Bernheim as president. She replaces Dorothy L. Bernhard, who has resigned to become a trustee-at-large of the Federation of Jewish Philanthropies in that city.

William H. Jackson, president of the Society of the New York Hospital, has been elected chairman of the Hospital Council of Greater New York. Mr. Jackson is chairman of the current campaign of the United Hospital Fund in that city, and a partner in the investment firm of J. H. Whitney Company.

Edwin A. Salmon, retiring chairman, has been appointed director of the New York University-Bellevue Medical Center.

AASSW

The American Association of Schools of Social Work has appointed Margaretta Frisbee as consultant on preprofessional education. She has been serving with UNRRA in China as consultant to colleges and universities interested in providing social work training for their students.

Sidney Branch Scoville, a member of the faculty of the School of Social Service Administration, University of Chicago, has accepted the chairmanship of AASSW's committee on preprofessional education for social work, following the resignation of R. Clyde White.

Four ex-officio members have been named to the committee: Mary Stanton, chairman of the department of social welfare of Mount St. Mary's College in Los Angeles; Lucy Chamberlain, professor of sociology at New York University; Mereb E. Mossman, associate professor of sociology at the Woman's College, University of North Carolina; and H. E. Wetzel of the department of sociology of the University of Kentucky.

Meetings

Community Chests and Councils, Inc., will hold its annual meeting in Atlantic City April 14 to 17, immediately preceding the meetings of the National Conference of Social Work.

"The Problem of Human Aggressions: How Do They Develop? Must They Lead to War?" will be the keynote of the annual one-day conference of the Child Study Association of America to be held on March 1 at the Hotel Roosevelt in New York. Speakers will include Dr. Mary F. Langmuir, president of the association, Dr. Franz Alexander of the Chicago Psychoanalytic Society, and Lyman Bryson, counselor on public affairs, the Columbia Broadcasting Company. Members of parent education organizations, schools, social service organizations, as well as nonprofessional members of the association, have been invited to attend. A detailed program

may be obtained from the association, 221 West 57 Street, New York 19.

The National Society for the Prevention of Blindness will hold a three-day conference April 5 to 7 at the Hotel Radisson in Minneapolis. Details of this conference, which will be of interest to workers in the field of eye health and safety, may be obtained from the society, 1790 Broadway, New York 19.

Youth Bureau

Ralph W. Whelan has taken leave of absence from the staff of the Catholic Charities of the Archdiocese of New York, to serve as executive director of New York City's Youth Bureau. The new bureau has been set up under the program of the New York State Youth Commission as a state-aided project to combat juvenile delinquency. Its work will include coordinating the activities of public and private agencies in assisting young people, making studies in the prevention of delinquency, and working to remove the causes of delinquency.

New Program

Medical director of Connecticut's new program for the care and treatment of the chronically ill and aged, is Dr. A. Nowell Creadick, who has discontinued his private practice in New Haven to give full time to the new assignment. As a start in the new program, 200 of the 600 beds at the State Veterans Hospital at Rocky Hill, are to be adapted for the treatment of chronically ill male patients. Future plans call for the development of facilities for the care of women patients and the establishment of additional medical centers for this care in other parts of the state, utilizing existing hospital and convalescent facilities as far as possible.

Lecturer

Grace Sloan Overton, well known speaker on boy-girl relations and preparation for marriage, is lecturing in Georgia communities this January and February, under the sponsorship of the Georgia Citizens Council. She will address civic and women's clubs and high school groups.

Retired

Newel Perry has retired as director of advanced studies at the California School for the Blind, after thirty-six years of service. Well known in the field of blind education, Mr. Perry was responsible for securing legislation in both New York and California providing readers for blind college students. He is succeeded by Robert W. Campbell.

M. Genevieve Coville has retired as principal of the Virginia School for the Blind after twenty-one years of service. Mrs. Scoville assisted in developing the complete course of study taught at the school, and also in preparing a course of study in general science for all schools for the blind. She was instrumental in the publication of the *Teachers Forum for Instructors of Blind Children.*

Opportunity

The California State Personnel Board will hold written examinations on February 26 for junior psychiatric social workers, senior psychiatric social workers, and supervising psychiatric social workers, for jobs in the state mental hygiene program. The salary range for the first group is $255 to $310, for the second $310 to $376, and for the third $341 to $415. Candidates who qualify in the written test will be required to pass a qualifications appraisal and a medical examination. Written tests will be held in several California cities and *in other states* as the number of candidates and conditions warrant. Detailed entrance requirements and applications (form 660) may be secured by writing to the State Personnel Board, 1015 L Street, Sacramento, California. Applications must be filed by February 5.

New Jobs

The U. S. Public Health Service has assigned Dr. Fred W. Love to administer the tuberculosis control program in Greece for a two-year period. Dr. Love has been serving with the division of tuberculosis control in the South Carolina State Department of Health.

The Russell Sage Foundation in New York City has named Margaret B. Hodges as editor of the 10th edition of its Social Work Year Book.

David H. Stevens has been named commissioner of the Department of Health and Welfare of the State of Maine, following the resignation of Dr. Leverett D. Bristol. Mr. Stevens served previously as state tax assessor.

Anna Fillmore, R.N., of New York, has been appointed general director of the National Organization for Public Health Nursing, succeeding Ruth Houlton. A member of the staff of the Visiting Nurse Service of New York since 1940, Miss Fillmore was previously director of the Bureau of Public Health Nursing in the Utah State Health Department.

Arthur Altmeyer, commissioner of the Social Security Administration, has also been appointed to the position of acting assistant administrators of the Federal Security adminisration, replacing Maurice Collins who has retired.

New executive director of the Wyoming Valley Community Chest in Wilkes-Barre, Pennsylvania, is Douglas P. Falconer, previously deputy director of field service in China for UNRRA. Mr. Falconer helped organize the United Seamen's Service during the war, and served as its executive director for several years.

J. L. Roney, has resigned as executive secretary of the Lutheran Welfare Society of Minnesota to become director of the Department of Social Security in South Dakota.

Paul Brotsman has been appointed to the faculty of George Williams College in Chicago, as instructor in sociology and groupwork.

The Washington Society for Mental Hygiene has named Meryl Gridly as assistant executive director.

G. Eleanor Kimble has been appointed executive secretary of the Mental Hygiene Society of Northern California.

The Family Service Association of America has appointed Helen Montgomery as field representative for the southern area. For the past three years, Miss Montgomery has been serving with UNRRA in Germany, Italy, and France. She was formerly a member of the field staff of the National Travelers Aid Association.

Died

Dr. Clarence O. Cheney, a leader in the field of psychiatry, died in November in White Plains, New York, at the age of sixty. A member of the staff of the New York State Department of Mental Hygiene for many years, Dr. Cheney assisted in planning for the New York State Psychiatric Institute and also served as its director. He served on various committees of the National Committee for Mental Hygiene, and edited the well known "Outlines for Psychiatric Examinations," extensively used by psychiatrists throughout the country. He was president of the American Psychiatric Association in 1935.

BOOK REVIEWS

THE EXECUTIVE DIRECTOR ON THE JOB, by Margaret Logan Clark and Briseis Teall. Woman's Press. $2.75.

THIS VOLUME IS A JOB DESCRIPTION of the executive director in the YWCA. She is seen as having responsibility for membership, program, personnel, finance, plant and equipment, public relations, planning, structure, and community relations. These are ably analyzed in terms of democratic principles.

Her function is conceived as going beyond these specifics—she is the "focal point for the development of unity and driving force" and "she gives focus and direction to a social agency," working *with* others. This is another way of saying that the essential function of the executive is to provide leadership; its indispensable requirement is the capacity to integrate and to give direction. The authors do well to place this emphasis on leadership, for it serves as a healthy corrective to the mistaken notion, prevalent in some quarters, that the democratic process reduces the need for reliance on leadership.

The recurring stress on the theme that the executive is doing "one job," though her responsibilities are numerous, is equally salutary. Many individuals, breathlessly running from pillar to post, fail to catch the interrelatedness between the parts. Only the executive, by the very preeminence of her position, has the vantage point for seeing things whole. Without this sense of oneness, there is impairment of the power of intelligent direction.

There is a down to earth practicality at many points in the book. Perhaps this is due to the fact as observed in the Introduction, that the volume is not a "treatise of experts remote from the daily decisions of the executive director on the job," and that it represents the group thinking of the YWCA executives.

The book rises to higher ground as well. The ethical tenets of Christianity embodied in the YWCA Statement of Purpose are seen as guides to administrative practice. For example, the executive, the authors state, can distinguish between functions "only when she knows that there is a fundamental equality between persons that is not a matter of institutional place."

The YWCA has done it again—added to the field another book of administrative wisdom which, when assimilated by executives, can dispel some of their administrative headaches.

LOUIS H. BLUMENTHAL
Executive Director, San Francisco Jewish Community Center

UNDERSTANDING SOCIETY: THE PRINCIPLES OF DYNAMIC SOCIOLOGY, by Howard W. Odum. Macmillan. $5.

HOWARD W. ODUM'S THIRD ESSAY AT an introductory text in sociology is the best of the three. Its central theme is the transition from the folkways to the technicways and the consequent new social order of city life in the machine age, in which we have so largely lost our bearings. Its object is to help us find ourselves socially, much as the new social psychiatry seeks to aid us in regaining security individually.

All this is of course very useful. But it seems more to indicate where the world is out of joint than to provide an adequate blueprint of society as a whole. Mr. Odum's own early orientation was from the angle of social problems. His first two general sociological texts were treatises on social problems, and so is the third, in spite of his effort to orient himself toward a synthetic view of society. This, however, does not mean that the book may not be very useful, especially to students with primarily a welfare slant.

As a text book in a general course in sociology there are certain weaknesses along with its obvious vigor and novelty of approach as indicated above. The best chapters are those that analyze the folkways and technicways and regionalism. The weakest are those dealing with social and political organization and control, people and population, individual and society, and civilization. In fact, some of these chapters are so poorly related to the former that they seem almost like intrusions added to a treatise on cultural sociology in order to round it out into a general text for college classes. Consequently the book is very uneven.

The purely textual portions of the thirty-eight chapters are relatively short, sometimes bordering upon fatuity. The "work-shop" and bibliographic appendices will probably seem excessively long to most teachers—sometimes as long as the textual material. Large classes probably can make little use of these elaborate aids to study. Many parts of the text are verbose and some parts almost trivial. The bibliographical references concentrate so largely on Groves and Moore, Linton, Lowie, Lundberg, Lewis Mumford, Odum, Ogburn and Nimkoff, Panunzio, Sumner, and "Recent Social Trends" as to give the impression that the author used these texts—elementary for the most part—as the chief sources for his own book. His neglect of the best modern sociological literature is so marked that one is tempted to explain the poverty of some of his chapters thereby. The index must have been prepared by a busy stenographer. For example, one author referred to eight times in the book does not appear at all in the index, and those most commonly cited are listed less than half as often as cited. But despite these and many more faults there is much that is excellent in the book.

L. L. BERNARD
Department of Sociology, Pennsylvania State College

THE CONTEMPORARY AMERICAN FAMILY, by Ernest R. Groves and Gladys Hoagland Groves. Lipincott. $4.50.

THIS VERY CREDITABLE AND COMPREhensive volume is a rewitten edition of the authors' earlier work, "The American Family," published in 1934. The aim is to give the reader "an understanding of American family life that will help him handle his own problems . . . with premarriage, marriage, or parenthood experiences." It deal with the development of the American family, the emotional and psychological aspects of our present domestic manner of life, important associated social problems; and considers resources of improving and strengthening family life. Both content and style contribute toward a valuable perspective on current rapid changes in family structure and resultant problems.

M.R.

DIRECTORY OF SOCIAL ORGANIZATIONS

American Red Cross

THE AMERICAN NATIONAL RED CROSS. Administered through national headquarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,751 local chapters, organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces and Services to Veterans (including Home Service), International Activities, Disaster Preparedness and Relief, Medical Services, the National Blood Program, Nursing Services, Nutrition Service, First Aid, Water Safety and Accident Prevention, Volunteer Services, American Junior Red Cross, and College Units.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. William Ziegler, Jr., President; Robert B. Irwin, Executive Director.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundation

RUSSELL SAGE FOUNDATION—For the improvement of social and living conditions —Ralph G. Hurlin, Acting General Director 130 E. 22nd St., New York 10. Departments: Industrial Studies, Library, Social Work Admioistration, Social Work Year Book, Statistics, Studies in the Professions. The publications of Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

Racial Adjustment

NATIONAL URBAN LEAGUE with 54 branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. During war and post-war period specializes in securing full use of Negro manpower in production and reconversion. Publishes "Opportunity," Journal of Negro Life, and other special bulletins on interracial and community problems. Provides fellowships in Social Work and Labor Relations. Gifts solicited. 1133 Broadway, New York 10.

TUSKEGEE INSTITUTE, since 1881, has followed a program of service in offering practical training for Negro youth and in promotion of interracial good will. Maintains Department of Records and Research for compiling and releasing pertinent information on race relations and Negro progress. Published material available. F. D. Patterson, President, Tuskegee Institute, Alabama.

Child Welfare

BERKSHIRE INDUSTRIAL FARM, Canaan, New York. A national, non-denominational farm school for problem boys. Boys between 12 and 14 received through private surrender or court commitment. Supported by agreed payments from parents or other responsible persons, in addition to voluntary contributions. For further information address Mr. Byron D. Paddon, Superintendent, or the New York Office at 101 Park Ave. Tel.: Lex. 2-3147.

BOYS' ATHLETIC LEAGUE, INC., 112 East 19th Street, New York 3. Algonquin 4-1753. Arranges invitation tournaments in indoor and outdoor sports for Boys' Clubs, Social Settlements, Community Centers, Church Houses, Y. M. C. A.'s, Y. M. H. A.'s, etc., throughout Greater New York. Gustavus T. Kirby, Honorary President; Malcolm Van Zandt, President; Stanley deJ. Osborne, Treasurer; Willard L. Kauth, Director. Sponsors: The Benjamin Harrison Recreation Center, 657 Tenth Avenue; The Lincoln Recreation Center, 235 West 113 Street; Tot-Lot Playground, 422 West 49th Street; Camp Sebago, Camp Wakonda and Camp Orenda in the Palisade-Interstate Park; Co-Sponsor School Settlement, 120 Jackson Street, Brooklyn; Lafayette Community Center, Sumner and Lafayette Streets, Brooklyn.

BOYS CLUB OF AMERICA, INC., 381 Fourth Avenue, N.Y.C.—David W. Armstrong, Exec. Dir. A national organization. Serves member Clubs in programs, activities, methods, financing. Organizes new Clubs. Boysclubs prepare boys for responsibilities of citizenship. Activities include recreation, physical and health training, vocational training and guidance, and character building under leadership. Work with boys from low income areas.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Amory Houghton, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CAMP FIRE GIRLS, INC., 88 Lexington Ave., New York City 16. Dr. Bernice Baxter, President; Miss Martha F. Allen, National Executive. Founded by a group of educators; incorporated 1912. Oldest national organization in America serving girls, provides health and character building program, with emphasis on home skills. Age groups served are Blue Birds (7-9 years), Camp Fire Girls (10 through junior high school age), and Horizon Clubbers (senior high through junior college).

CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., 11 South LaSalle Street, Chicago 3, Illinois. E. W. Palmer, President; Lawrence J. Linck, Executive Director. The Society through its 2000 state and local member units seeks to provide health, welfare, educational, recreational, vocational and employment services to all types of handicapped persons, adjusting its services to each community and the programs of other agencies. Maintains special cerebral palsy services; consultation by professional staff; loan library. Financed by annual sale of Easter Seals. Publishes "The Crippled Child," a magazine for parents of handicapped children, bimonthly, $1.00 a year.

This DIRECTORY appears in Survey Midmonthly twelve times a year. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

Health

AMERICAN HEARING SOCIETY — 1537 35th Street, N.W., Washington 7, D. C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $3.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Service. C. Stewart Nash, M.D., president; Harry P. Warebam, Executive Vice President.

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado. Samuel Schaefer, Executive Director. Allan Hurst, M.D., Medical Director. Free, non-sectarian for needy tuberculous adults and children. (Kosher dietary.) Maintains children's service. Medical, educational, vocational, occupational, psychological, psychiatric and social services. H. J. Corper, M.D., Research Director; Mrs. Ruth Hornbein, Director of Social Service and Vocational Therapy. New York area: 19 West 44th Street, Philip Hontz, director; applications to Mrs. Erna L. Lindebaum, director of Social Service. Philadelphia area: 1831 Chestnut St., David Mahler, director. Chicago area: 58 E. Washington, Gene Pollick, director. Los Angeles area: 747 So. Hill St., Albert J. Silverman, director. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 39 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. Chairman, The Rev. Cornelius P. Trowbridge; Acting Medical Director, Mary Steichen, M.D.

MARGARET SANGER RESEARCH BUREAU
17 W. 16th St., N. Y. City. WA 9-6200.
MARGARET SANGER, Director.
Every day 9 A.M. to 4 P.M.
Saturday 9 A.M. to 1 P.M.
Wednesday & Thursday evenings 5:30 to 8 P.M.

Recreation

NATIONAL RECREATION ASSOCIATION —325 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic field and other recreational facilities.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities: —Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormick, Exec. Dir. Robt. R. Hannum, Dir. of Vocational Placement.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU 122 East 22nd Street, New York City. National placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Joe R. Hoffer, Director.

Directory of Social Organizations (cont.)

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK, 82 N. High St., Columbus, Ohio; Leonard W. Mayo, President, Cleveland, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $5. 75th Annual Meeting, April 17-23, 1948, Atlantic City, N. J.

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors; Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32nd Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; S. D. Gershovitz, Executive Director, A national agency serving as National Association of Jewish Community Centers, YMHA's, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

THE BOOKSHELF

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

COUNSELLING SERVICE

YOUR DREAM OF PRIVATE PRACTICE IS POSSIBLE. Will assist unusually qualified person to establish practice in YOUR COMMUNITY, Write 1314 Eaton Tower, Detroit 26.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

PROFESSIONAL POSITIONS
Specializing in the non-profit field: Social Service, Community Organization and allied programs.
ZALAINE HULL
Donaldson & Hull Agency, Personnel Consultants
135 Broadway, New York 6
Ba 3-7760

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. Wisc. 7-4961. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

Flight to Freedom

(Continued from page 10)

Mr. Dionne's political critics have said that he has brought in Polish girls to secure cheap labor; and some labor organizations likewise have been disturbed. The Textile Workers' Union has been so violent in its attacks that for my own satisfaction I *had* to know if they *really* thought that there were 100 "slave laborers" in St. Georges de Beauce. An interview with a public relations officer of the TWU gave me the point of view of that union, which I shall here restate as I understand it.

First, the union does not believe that a labor shortage in the textile mills in rural Quebec would exist if higher wages were paid, and thus Mr. Dionne did not need to import labor because of a real shortage. The union would agree that Mr. Dionne has improved the lot in life of the Polish girls, and that the girls might much better (disregarding wage and other objectives of TWU) be in the Dionne Spinning Mills, "stuck there for two years," to quote, than in a DP camp. They would also agree that living conditions in the Foyer are satisfactory, and working conditions in the mill normal. The crux of TWU's bitterness lies in the fear of effects—that is, the likelihood of depressing wages for other workers, rather than in the "tough deal" for the Polish girls themselves. For they believe that Mr. Dionne with his Poles will have secured a sizable nucleus of workers who will be a future stable group because of the handicap of language, lack of acquaintances elsewhere, and an inability to get better jobs even at the end of two years. They are free—but are they free?

The TWU believes that the wages of other workers in the mill in the long run probably will tend more to conform with whatever rate the Polish girls are getting than to approach union rates. Unionization will be even more difficult than before because the Polish girls have a loyalty to Mr. Dionne and a dependence upon him which will be hard to shake. Also, there is the fear that a pattern might be established whereby other groups of DP's would be brought in to other non-union mills at sub-union wages. In addition, the union feels that it all "reeks" of paternalism which, to those of us who believe in union objectives, is undesirable.

So, the labor criticism boils down to a fight for principles rather than the specific espousal of the "plight" of 100 girls, none of whom wish they were back in Europe even though their surplus spending money at the end of the week will no more than take them to the movies. Also, it is well to remember that many other girls at higher wages, but who are obliged to pay for their living at a higher rate, often come to the end of a week with not much more left than is in the purse of a Dionne girl. This does not justify low wages, but does make one a little more comfortable about the Polish girls.

It seems quite clear that Mr. Dionne's purpose has been twofold—to secure labor and to help DP's. Always it is difficult to recruit girls to work in rural sections, even at fairly high wages. "Thus," reasoned Mr. Dionne, "I will help the DP situation and myself at the same time."

Though the Quebec wage scale is not to be defended, at least 100 DP's through their emigration under Mr. Dionne's sponsorship now have a chance to build a life in a free country and under a much better living situation than they had previously. As the Polish American chaplain in Frankfort wrote me recently: "The criticism coming from various sources, only can prove one discouraging point, viz., how little people realize the plight of DP's in Europe. Anything, just anything, will be a little better than what awaited these girls here in Germany. Only by comparison can one fully appreciate what Mr. Dionne has done."

Statistics

(Continued from page 11)

tistician as a member of staff should participate in discussions, so as to be better able to organize data and draft forms and instructions which will reflect the total agency program. But those who determine agency policies, those who administer these policies, the consultants in specialized fields, those who supervise and those who carry out the practices and procedures play an even more important role. It is they who know principles and practice, the function, structure and job setting. It is they who record, compile, and use the statistics. Statistics should constitute the recorded observation of the program and the figures will be only as good as the concepts underlying that program.

RATES

Classified Advertising

Display . . . . . 35c per line
Non-display . . . . . 8c per word
Minimum Charge . $1.50 per insertion
Discounts . . 10% on six insertions

CASH WITH ORDER

Survey Midmonthly
112 East 19 Street New York 3

SITUATIONS WANTED

GROUP WORKER, female, desires position with Jewish organization. Excellent background; experience leading Jewish and Zionist groups. Crafts specialty. 8680 Survey.

EXECUTIVE position wanted by trained and experienced Protestant woman, capable of carrying complete administration Child Care Institution for the normal or handicapped child. Available March 1st. 8679 Survey.

NEGRO MAN, age 42, interested in executive or administrative position in community organization or children's institution. M.S. degree from an Eastern School of Social Work. Excellent experience in both children's and family field. Minimum salary considered $4000. 8678 Survey.

UNION COLLEGE undergraduate, age 21, wants summer job assisting psychiatric caseworker or groupworker. Interested in mental hygiene, juvenile delinquency, interviewing techniques. 8677 Survey.

MAN seeking administrative position community organization, health, social planning, or children's field. Ten years experience. Excellent references. 8675 Survey.

DIRECTOR CHILDREN'S INSTITUTION, Executive Children's Agency, or Juvenile Probation Work. (B.A. sociology major, psychology and education minors); 4 quarters Graduate Social Work (psychiatric); 18 years' experience Group, Camp, Case and Child Welfare Work; 4 years Assistant Superintendent Delinquent Boys' Home. 8672 Survey.

INSTITUTIONAL, Private School, Camp, Housefather, Counselor, Recreation Director, mature, references, college, experienced child guidance, available immediately. 8671 Survey.

PROGRAM DIRECTOR of Farm School for problem boys desires similar position. Ten years executive experience. Minimum salary considered $4000. Now employed. 8666 Survey.

WORKERS WANTED

COPYWRITER: A man of unusual capacity can make an unusually satisfying and rewarding place for himself on the publicity staff of a public relations and fund raising firm noted for the high character of its work. The successful candidate will have had several years of basic newspaper staff experience and will also have turned out effective booklets, folders, letters and reports, as well as news and feature stories, for social service agencies, hospitals or other non-profit organizations. He will be able to write colorful, convincing copy that also is accurate and dignified and appeals to discerning readers. 8674 Survey.

PSYCHIATRIC SOCIAL WORKER to supervise Social Service Department in New Type 80-Bed State Mental Hospital. Should be graduate of School of Social Work with related experience. Salary range $3000 to $4000. Permanent position under Civil Service. Write Dr. E. E. Elder, Superintendent, Youngstown Receiving Hospital, Youngstown, Ohio.

CASE WORKER, with either full or incomplete training, and preferably with at least one year of successful family casework experience. Salary range $2600 to $3400. Write Jerome N. Sampson, Jewish Family and Children's Bureau, 310 West Monument Street, Baltimore, Md.

WANTED: Executive Secretary for Juvenile Protective Association. Supervision of children's institution, and foster home program. Training and experience in children's work necessary. Salary $3600. Address—Mrs. Vance McCoy, 413 Calumet Avenue, Aurora, Illinois.

CASEWORKER. Well trained, wanted for hospital in New York City. Experience not necessary. Field Work in psychiatric, family or medical agency acceptable. Fairly new department. Emphasis on casework aspects of rehabilitation. Offers casework service to private patients on fee basis. Good supervision. Salary range $2400-$3400. 8655 Survey.

WORKERS WANTED

CHILD WELFARE WORKERS
Openings in Tucson, Phoenix, and international border community. Also opportunities for pioneering in rural community child welfare organization. One year of graduate training required. Child Welfare Director; Board of Social Security and Welfare, Phoenix, Arizona.

CASEWORKERS (two): Male or female; salary range up to $3,000, depending upon qualifications. Challenging opportunity. Family & Children's Service, 602 S. Cheyenne, Tulsa, Oklahoma.

CHILD WELFARE EXECUTIVE desired by public child welfare agency. Must have graduate training plus experience in child welfare including several years executive experience. Salary $5000-$7000 dependent upon qualifications. Apply Columbus Council of Social Agencies, 12 South Third Street, Columbus, Ohio.

ADMINISTRATIVE ASSISTANT for large Jewish Community Center in Eastern City. Graduate School of Social Work preferred. State experience, qualifications, salary expected and when available. 8676 Survey.

WANTED: Caseworker. Female. Small institution in Philadelphia area serving 60 white normal children of school age. Live in. Salary $2500 to $3000 depending on experience. Maintenance included. 8673 Survey.

SOCIAL SERVICE WORKER (WOMAN) FOR FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. FOR INFORMATION, WRITE AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, LESLIE CO., KENTUCKY.

EXECUTIVE SECRETARY for Council of Social Agencies. Must be college graduate with social work training and Council experience. Write A. C. Boyer, Council of Social Agencies, 280 North Broad Street, Elizabeth, New Jersey.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.: M. S. degree required; salary range $2700-$3925; appointment within range depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y., CO 7-9700.

CASEWORKER with graduate training wanted for work in small agency, specializing in work with adolescent girls—counseling and foster home care. Salary range, $2375-$2990. Girls' Service Bureau, 2139 Locust Street, Philadelphia 3, Pa.

CASE WORKER—with M.S.S. or one year in graduate school plus experience. Excellent working conditions. Salary according to qualifications and experience. 8664 Survey.

CASE WORKER experienced in family and children's work, especially in the latter field, for a small multiple function Jewish agency in a middle size, midwestern community. Opportunities for student supervision, community and group work-case work activities. Salary range between $3,000 and $3,800. 8661 Survey.

WORKERS WANTED

MEDICAL SOCIAL WORKERS WANTED. Challenging opportunity for medical social workers, who are of Lutheran faith, to assist in the development of a nation wide service to tuberculosis patients. Progressive program and excellent supervision for staff development. Recognized personnel practices. Graduation from an approved school of social work required. (Under Lutheran auspices).

Applications also invited for scholarships leading to degree in medical social service.

For further information address Wheat Ridge Foundation, Wheat Ridge, Colorado.

PSYCHIATRIC SOCIAL WORKER, graduate accredited school, for children's treatment center. Group living plus individual therapy. Outstanding child analyst, administrator, social work school graduate. Small case-load, private office. Salary $3,300, possibility of full maintenance. Immediate opening, high standards. 50 minutes Chicago loop. Write: Director, Ridge Farm, 40 E. Old Mill Road, Lake Forest, Illinois.

CASE WORKER. Opening for professionally trained and experienced case worker of advanced agency classification. Duties include limited case load and responsibility for special projects. Salary range $3200 to $4500. Write Jewish Social Service Bureau, 15 Fernando Street, Pittsburgh 19, Pa.

EXECUTIVE DIRECTOR wanted immediately in new and growing Family Service Agency. Opportunity for development. Write Family Service, Inc., Taunton, Massachusetts.

WANTED: A trained caseworker for Family Welfare Agency. Salary range $200 to $220 per month. Contact Mrs. Earl C. Brandel, Court House, Portsmouth, Ohio.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.
GRADE I .....$2580-$2936
GRADE II .....$2664-$3312
GRADE III .....$3144 up
APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

CASEWORKERS—Catholic Family and Child Care Agency has two staff vacancies. Salary in accordance with professional training and experience. Opportunity for advancement. At least one year's graduate training required. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

CASEWORKER — SUPERVISOR — for job leading to full supervision. Position soon. Must have completed graduate training, have interest in supervision, and have had substantial casework experience in agency of high standards. Opening January 1. Family and Children's Service, Inc., 313 S. E. Second Street, Evansville, Indiana.

SUPERVISOR OF CASEWORK, for multiple service family casework agency. Interesting and challenging opportunity. Salary range $3600-$4500 annually. Write Director, Jewish Social Service Bureau, 127 N. W. Second Street, Miami 36, Florida.

STENOGRAPHIC ASSISTANT (WOMAN) FOR ADMINISTRATIVE STAFF OF THE FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. SEND DATA SHEET TO AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, KENTUCKY.

POSITIONS OPEN IN ALASKA
ALASKA DEPARTMENT OF PUBLIC WELFARE

DISTRICT WORKER

Salary Range: $285.00-$315.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.
Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in a supervisory capacity.

CHILD WELFARE WORKER

Salary Range: $270.00-$300.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.
Experience: 1 year in the past 5 years of social work in child welfare.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 Juneau, Alaska

SO THEY SAY

OUR COLLEAGUES IN EUROPE

Following publication of my article, "Rebuilding for Social Services" (see THE SURVEY *midmonthly,* October 1947), I received from Germany the enclosed "Report of a Female Caseworker" (see page 45, this issue).

It seems to me that if social workers in the United States understood the desperate need of social workers in Europe, as shown in this report, they would welcome the opportunity to help their colleagues in these war stricken areas. Their need is not only for food and clothing, but for professional literature. A recent letter from the director of the school of social work in Aachen, tells of a conference of schools of social work in Stuttgart.

"One special want we found out," he writes,"—literature for Social Psychology and Social Pedagogics. While the war cast down all living and objective scientifical work, these matters developed in the United States to a grand and important branch of science. I look forward to the years coming on to have our shares in this work and be able again to get books we need so much in our schools."

I have been in touch with a group of social workers in Richmond which has offered to "adopt" a school of social work, paying for subscriptions to professional magazines and sending several CARE packages. Also a social worker in Detroit wrote to inquire in what way their group could aid most effectively. And the executive director of the War Relief Services, National Catholic Welfare Conference, has agreed to send a kit of twenty-five professional books to each of ten schools of social work, and also food packages.

The participation of American social workers in replenishing these libraries and sending food and clothing for students and workers would, I believe, pave the way for a closer and more understanding cooperation in the future. MARGUERITE T. BOYLAN
Catholic Charities, Brooklyn, N. Y.

RE: TESTING CASEWORK RESULTS

We have received literally hundreds of letters of inquiry regarding the possibility of receiving the complete Monograph [See "Hope for Four Out of Five," THE SURVEY *midmonthly,* October 1947] which will be ready for distribution soon. . . . A number of people have indicated that they like the criteria we have set up for success and failure, and plan to adapt it in independent studies.

LILLIAN J. JOHNSON
Ryther Child Center, Seattle

CHESTS REPORT

As we enter the new year, reports from the Chests indicate that they have raised nearly 3 percent more than last year. In addition, approximately 5 percent which was included for the USO last year will be available this year for local services, making the total increase somewhere between 5 and 10 percent. . . . Your cooperation aided a thousand Community Chest campaigns and . . . was appreciated by all of them. Many thanks.

Chairman H. J. HEINZ II
Community Chests of America

FORWARDED FROM AN AUTHOR

TO MESSRS. HECKMAN AND STONE:

I have just finished reading your article, "Forging New Tools" in THE

(Continued on page 61)

SURVEY ASSOCIATES, INC.

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publishers of

Survey Midmonthly — Survey Graphic

Subscription to either—Domestic: Year $4; 2 years $6; Canadian and Foreign: Year $4.50; 2 years $7; *Joint subscription*—Domestic $6; Canadian and Foreign $7. Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus.

JOSEPH P. CHAMBERLAIN, *chairman of the board;* RICHARD B. SCANDRETT, JR., *president;* JOHN PALMER GAVIT, AGNES BROWN LEACH, *vice-presidents;* ANN REED BRENNER, *secretary.*

Survey Midmonthly

PAUL KELLOGG, *editor.*

THOMAS DEVINE, *executive editor.*

MARION ROBINSON, *associate editor.*

BEULAH AMIDON, ANN REED BRENNER, GEORGE BEITT, KATHRYN CLOSE, MICHAEL M. DAVIS, DANIEL S. GILLMOR, HARRY HANSEN, FLORENCE LOER KELLOGG, LOULA D. LASKER, KATHLEEN SPROUL, *associate editors;* CORA EMME, *assistant editor.*

(HONORARY) EDWARD T. DEVINE, JOHN PALMER GAVIT, ALAIN LOCKE, LEON WHIPPLE, JOANNA C. COLCORD, MOLLIE CONDON, RUSSELL H. KURTZ, BRADLEY BUELL, *contributing editors.*

WALTER F. GRUENINGER, *business manager;* ROSAMOND LEE, *circulation manager;* EDWIN F. O'HALLORAN, *advertising manager;* ANNE ROLLER ISSLER, DOROTHY PUTNEY, *field representatives.*

CONTENTS

So They Say 33
Editorial: Job Description 34
Welfare for Everybody ..... ELEANOR LAKE 35
The $60,000,000 Question 39
JAMES BRUNOT AND LENNIG SWEET
Sociometry in Action ..... HELEN H. JENNINGS 41
Page from a Berlin Caseworker's Diary 45
The Paint Job ..... MARY OVERHOLT PETERS 47
Epitomes 48
Mr. Chairman! 50
The Common Welfare 52
The Country Over 53
International Social Welfare • Opportunities • Legislative Previews
Book Reviews 57
About People 58

Copyright, 1948, Survey Associates, Inc. All rights reserved.

Those of us who during the war went from private agencies to federal service were likely to feel that the Job Description is the first frustration in public administration. Becoming more sophisticated, we discovered its usefulness as a device for circumventing other bureaucratic restrictions and procedures. Later, came realization that it provided an excellent discipline in planning and administering a program.

Essentially, it's sound and useful practice to review the what, why, and how of a job, and to write down with some precision a description of the function to be performed. Since joining the Survey staff, I have had the help of many friends and associates in developing the following job description for THE SURVEY *midmonthly*. This includes some of the old and some that is new. It at once builds on a tradition of service developed through a third of a century—and looks ahead. As ours is a cooperating enterprise, the description is hereby offered for "administrative" consideration by all concerned.

Job Description

("will" denotes a charge—not a prediction)

Under the general direction and with the assistance of members and subscribers, THE SURVEY *midmonthly* will present the entire field which the economist Simon N. Patten intended when he coined the name *social work*. Here is a montage of what this includes today: public assistance, health and medical care, social action and legislation, coordination and interplay among agencies, casework, prevention and correction, school services, mental hygiene, community organization, recreation, research and planning, groupwork, and other related programs. To many, the name *social work* has now a more restricted connotation. The broad field is still in search of a name.

The magazine will enable staff members and executives alike, board members and volunteers, to keep abreast of new developments in the many related services which affect their particular programs. Every improvement in skill and method naturally induces more specialization and increases the number and importance of technical journals. It also increases the need for complementing them with a non-technical but authentic, across-the-board magazine. The more specialized a service, the greater its need for current knowledge about developments in others.

The breadth of the magazine coverage makes its pages a source of comprehensive information for all those whose interests embrace a number of activities: for members of councils of social agencies, ministers, personnel counselors, public officials, board members of chests or other federations, and citizens actively concerned in the general welfare.

THE SURVEY *midmonthly* will continue to feature both contributed articles and firsthand interpretations by its staff. Recent special issues, like "Recreation for Everybody" and "Prevention of Juvenile Delinquency," and articles like "Testing Casework Results" are influencing developments in many communities. This foraging will be kept up. Through it all, the editors will endeavor to make every worker rightly feel that it is his publication—something that he not only ought to read but wants to read. More students, staff members and board members, as well as supervisors, executives and administrators, will be encouraged to contribute to its columns.

Specifically, the magazine will add certain features, modify others. In addition to articles, there will be place for short stories and sketches.

There will be letters to the editor and a page of editorial comment. "Epitomes" will consist of brief condensations of important articles currently appearing in various specialized journals, and "About People" will report a comprehensive summary of lay personnel changes. "Washington Byways" will include advance information and predictions, inside facts and clues. "Common Welfare," "The Country Over," and "Book Reviews" will be continued. "Mr. Chairman" will recognize proponents of differing viewpoints when controversial issues arise.

One purpose of a job description is to determine an appropriate income for the service rendered. This matter is therefore included.

Survey Associates, Inc., publisher of the SURVEY GRAPHIC and THE SURVEY *midmonthly*, is a nonprofit, nonpartisan association with an educational charter. Both magazines are financed by cooperating memberships and contributions over and above publishing receipts.

Workers and board members have backed the development of this over-all service. With the current increases in costs, there is a critical need for more subscribers and for more members of the *midmonthly* fund. For obvious reasons, the opportunity for advertising revenue is limited. The magazine will therefore strive for increased support. It will endeavor to make THE SURVEY readers not only feel that it is their magazine, but that they want to belong as personal subscribers ($4), or better, as cooperating members of THE SURVEY *midmonthly* fund ($10 or more).

With this issue some changes are made. Others can be looked for in the numbers ahead. A good "Job Description" is precise; but it is also subject to change, improvement, and expansion that result in upgrading. "Administrative" comments and suggestions from members and readers are now in order.

Thomas Devine

Executive Editor.

VOL. LXXXIV NO. 2

FEBRUARY 1948

THE SURVEY
MIDMONTHLY

Welfare for Everybody

ELEANOR LAKE

The old lady was tremulous with excitement when the taxi picked her up at the convalescent home to take her to her daughter's house. She was going home at last—to live. But when the driver reached the right address, there was a bitter scene while the two women wrangled on the porch. The daughter had changed her mind.

In many towns the taxi driver would have looked for a cop at this point, or slammed the taxi door and washed his hands of the whole business. But this scene took place in Kansas City, Missouri, and the driver knew what to do. He telephoned the city welfare department and without fuss or red tape it took the problem off his hands.

For the Kansas City welfare department—the oldest in age and one of the youngest in spirit in the United States—has discovered something: that if a decent, efficient municipal government is to stay in office, it must offer something more than decency and efficiency. It must practice the art of being as helpful, as warm, as personal as any ward heeler from Tammany Hall. When a problem like the taxi driver's is dropped in the department's lap, no one mutters darkly about filling in Form 347A2, or tells a confused citizen that he's in the wrong place. If that particular problem isn't the department's business, it loses no time in finding just the right person to handle it. It isn't corruption that keeps the surviving city bosses in power, but their personal contacts. It's the fact that The Boys call Joe Smith and Domenico Albizzi by name, know their youngsters, are always ready to discuss Joe's and Domenico's problems about doctors' bills or difficult landlords. In this urban world, the average voter has a deep need to feel important as a person, to be as real to his government as any New England villager is to the First Selectman.

Unwritten Code

In everything it does (and it has a most unusual assortment of jobs in the local government) the Kansas City welfare department tries to stay close to the Joes and Domenicos. And the other main point in its unwritten code is to stay close to the philosophy originally expressed by the department's founder, William Volker (THE SURVEY *midmonthly,* January 1948, page 20), and the experts he called in to help start it back in 1906. The ideas those remarkably prescient men expressed still wear the New Look today. Three of the main ones are these:

That the welfare department should be a positive, not a negative thing: that it should be concerned with good living for everyone, not just for those already in trouble; with the prevention of unsocial activities, not just the cure of existing social ills. Said L. A. Halbert, the first director: "We want to give *all* the people, in *all* sections of the city, a reasonably good environment in which to live, to work, to play."

That a welfare department can't know too much about the town it serves. The department sponsored a recreation survey by Rowland Haynes in 1912; a "Social Prospectus of Kansas City" in 1913. Both seem admirable today.

That their department shouldn't be just another sprawling, grasping arm in a government octopus, but a nerve center, coordinating, clarifying, simplifying. In its early days, the department sponsored a school of social work. It registered charity cases, kept indexes, ran a research bureau. It acquired a wide knowledge of Kansas City and an extraordinary knowledge of neighborhood conditions—and of the way they were changing and altering.

All these things—the close contact with the average citizen, the practical common sense, the positive point of view, the knowledge of Kansas City and the emphasis on cooperation and coordination—are woven into everything the welfare department does today. Though it administers no direct relief (general public assistance, OAA, ADC, and so on, are administered by the state) it touches the lives of almost every Joe and Domenico in the city in some way. Its administrative division keeps the standards for convalescent homes and homes for the aged; and (with an advisory committee, plus representatives from the police, the Better Business Bureau, the city counselor's office, and Council of Social Agencies) approves or disapproves all money raising drives for charity, philanthropy or churches.

It is in charge not only of public recreation but of watching over commercial recreation. It offers legal aid to the many who are understandably confused by our laws and unable to hire a lawyer; handles parole cases; supervises local penal institutions; does casework, especially when citizens have collided with the law on charges of nonsupport, disturbance of the peace, or other minor charges; and runs a community service division which has done an ingenious and important job in making it possible for everyone in Kansas City to feel responsible for, as

well as to, his local government.* It is, in other words, truly a *welfare* department, in the broadest, most fruitful and most promising sense of the word.

Joe's Community Council

Let's take a composite Joe Smith —a fictional merger of many actual Joe Smiths in the department's files— and follow him as he encounters a welfare department which keeps in constant, human contact with him and with his friends.

Joe may have been at a recent meeting, for instance, of his community council.

A city of 450,000 is too big for the average man to grasp. It is hard for him to feel in touch with what he grows to consider the demigods or villains down at City Hall. They are nameless men to him, operating mysteriously on his destiny. Many of them he may never have seen face to face. Thinking of the big, sprawling town with its big, sprawling problems he feels helpless as a citizen, and too often ends by not being a citizen, in the proper sense, at all.

The community councils which have been set up for Joe and his friends by the community service division of the welfare department cut the city down to Joe's size. This division has provided a community worker for each high school area of Kansas City. At the request of the people in these far-flung neighborhoods, these workers have set up community councils through which Joe and his neighbors can meet, thresh out their local problems, and often take local action which may not need the intervention of the city at all. Equally important: through these councils, the city government is brought out to each neighborhood. At the meetings, anyone from the chief of police to a caseworker from the welfare department may turn up on the platform to answer questions, explain the situation down in City Hall, or promise some needed action.

This is the way a meeting sponsored by one of these councils looked last spring:

It was a meeting on the edge of town, in a half rural community. Men in overalls, women in cheap print dresses, "young marrieds" who had managed to find sitters, and old people with tired hands, crowded into a brightly lit school auditorium. Drawn up on the platform before them were many of their city servants from way downtown: the mayor, the city manager, the director of public works, a member of the city park board. A lot of big shots up there, all actually interested in what Joe and his friends had to say.

Those folks knew what they wanted though they didn't always know how to get it. They told the man from the park board that they didn't at all like the fact that their only available nearby park was being taken over for a factory site. They told the public works man that his department had forgotten to oil their very dusty streets this season. But most of all, they complained about the fact that flood waters in the nearby river were beginning to gnaw at their dikes. The truck gardens, from which they made a large part of their living, were in danger of being washed away. The public works man explained the city's manpower problem, and Joe and his friends could see they had a point there. Finally, one rangy fellow at the back of the room solved the problem. "If you will lend our council some road-building machinery," he said, "we can fill in those washes ourselves." And—inexpensively and efficiently—they did.

Action and not merely talk is characteristic of most of these councils. Another community council, about the time Joe went to the meeting described above, was, for instance, getting community backing for better programs for children at the neighborhood movie house, for better standards of behavior on the children's part, and for a promise by mothers not to "use the movies as a nursery for unattended younger children." Others were working on community sings, on beautifying a new, raw housing development, on a badly needed home nursing program, on courses in family life for parents.

None of the councils, however, set up these programs, or operate them, directly. A community council, as it exists in Kansas City, is a nerve center, a coordinating agency for all the people worrying about one special neighborhood. It is used by police, clergymen, social workers, teachers, parents, and the city government itself, as well as by Joe and his friends, to find out what a situation is and what can be done about it, and to set the proper wheels in motion. It knows as much as is humanly possible about its own section of town, its problems and its resources. And when it undertakes some special job, it calls in the services of the Red Cross or the Parent-Teachers Association or the schools or the churches or the social agencies or asks the intervention of City Hall.

The one weakness in the community council set-up to date has been the fact that the welfare department's workers have had to operate out of central headquarters instead of having permanent offices in each high school district. A recent, triumphantly passed bond issue will provide headquarters in community centers soon.

While Joe is practicing small town democracy in the midst of a big city, his children are learning its ways for future use. Under the auspices of the community service division, the Junior Officers organization, through the schools, runs junior cities in which youngsters conduct their own elections, select commissioners, and decide on projects which will help their communities. Lately they have done a superb job (to the delight of the Power and Light Company) persuading small boys with itching fingers to stop throwing stones at streets lights. They have also studied flowers and shrubs (and learned which ones can be picked, and which must be preserved), worked with local theaters to cure bad manners and vandalism at the movies, packed boxes for foreign relief, sponsored Courtesy Campaigns and Clean-up Campaigns, and held picnics, pow-wows and summer camps in the parks. Now and then all the local cities meet in a super-council meeting at City Hall, run exactly like the adult ones.

For Joe's older children, there is a citywide youth council through which high schoolers operating youth canteens can get together and swap ideas and experiences. The community service division supplies the Central Coordinating Youth Council (of churches, schools, courts, social agencies) with an executive secretary, clerical services, and a mass of data collected in a monthly index and a major published study of the city's youth problems.

Division of Recreation

More than nine-tenths of Joe's friends and neighbors, surveys show, use some sort of commercial recreation at least once a week. Though they use, and are appreciative of, the expanding number of community centers, sport fields, and playgrounds supplied for public recreation, the kind people pay for—movies, poolrooms, and dance

* The public market, organized to serve farmers and provide low cost foods, is under the welfare department. Today it is big business. The only basis for its present auspices is success and the $100,000 in surplus food and commodities distributed to schools and institutions.

halls—is still the most important kind to the most people.

That is why the welfare department not only supervises commercial recreation for the city, but does it on an amazing and original plan.

In essence, that plan is to work *with* rather than *against* the poolroom operators, the movie house owners, and the rest. It is a scheme that first (and understandably) baffled the commercial amusement interests, but that now has their almost lyrical support.

If our friend Joe wants to start a juke joint, he first has to apply to the welfare department for a commercial recreation license. Before it gives him one, department workers take Joe's character apart, find out all they can about his background, inspect the building he intends to use, look over his equipment, and generally make sure he lives up to the standards set by the very experienced people in the recreation department, and to the standards of the decent business men already in his field. After Joe starts operating, he will find himself under the department's microscope again.

Inspectors who probably know far more than he does about the dance hall business will drop in now and then, see if he is living up to the sanitary standards he promised, look over the age and type of his clientele, estimate his total volume of trade, and see how he handles such problems as young girls or drunks.

Perhaps the inspector will remind Joe his lights are a bit dim. Perhaps—to Joe's considerable surprise—he will tip him off to some smart way of making more money while making his place even safer for the younger crowd. For the recreation department's inspectors are men who know every angle of the amusement field; they are practical as well as enthusiastic salesmen for good commercial recreation. This new type of inspector, says the head of the recreation department, must combine "the talents of a philosopher and a diplomat, a police officer and a social worker, the tolerance of a sophisticate and the zeal of a fanatic."

Somewhere, Kansas City has managed to find Admirable Crichtons with these qualities, for the response to this work, in a few short years, has been extraordinary. An association of ballroom operators has raised industry standards to a point considered impossible only a few years ago—and is trying to raise them still higher. The Tavern Owners Association has not only backed the department to the hilt but, in some ways, established standards ahead of the city ordinances. Even billiard room operators have been educated to a point at which few of them allow pool hustlers and professional gamblers. Age limits have been lowered, and many of Joe's neighbors now take the whole family in to have a game of billiards together.

Junior officers conduct their own elections, choose community projects

But the most important part of the recreation department's work is that, for the first time, a creative, active public recreation department is an accepted part of life in Kansas City. Kansas City's public recreation division adopts the philosophy of the department and builds upon it. As the human side of the city government, equally concerned with all age and income levels, recreation is planned and provided accordingly.

Though standards are still below normal for playgrounds and community centers, they are improving month by month. The bond issue will make it possible to bring them closer to what the welfare department believes they should have.

In the meantime, the recreation division has not merely dreamed. It has mobilized the facilities on the worthwhile aspects of a broad recreation program. School and church gymnasiums and playgrounds have been used to supplement the public play areas. The jealously protested lawns of the parks have been worn smooth through active games, private properties have been leased for nominal sums. private neighborhood clubs have lent their buildings and sought the help of the division for their own programs.

If the next eight years see the same proportionate increase in participation as the last eight, the division will achieve its goal.

If Joe Gets in a Jam

Joe won't need legal aid, or social services, if he is a reasonably lucky citizen, as much as the other services we have described. If he does run into a legal jam, however, and cannot afford a lawyer, and if his trouble is a minor one—a civil case, with court claims $75 or below—he will find the welfare departments' legal aid division can give him advice that is informal, understanding, full of common sense, and based on good social work practice.

Here comes the country girl, with her first job in the city, whose landlord is trying to get rid of her by removing the furniture; the veteran worried about the legal claims of a girl in Italy; the housewife whose sewing machine had been damaged by a careless express company offering her an absurd settlement. Here come people with whom it is difficult to be wholly serious, like the irate man who wants the legal aid division to get back his pistol from the FBI. Whatever their problems, the two lawyers in the division listen with infinite patience. They know that the division now rates as high with the people it helps as it does with the police, the social agencies, and the local Bar Association with

which the division closely cooperates.

The social service division of the welfare department probably surprises Joe the most, if he ever calls on it.

Take the casework section. If Joe asked that hard-boiled police lieutenant down at the station about them, he would discover that the lieutenant held them in high regard. For the six professional workers in the casework section set out deliberately to show the world that social workers aren't slow to meet a crisis, or dreamy and theoretical when they do meet it.

The city counselor's office will not issue a warrant for desertion or nonsupport, for instance, if it can see a possibility of reconciliation, until the casework section has given its approval. Only about 2 percent of the many cases of nonsupport, disturbance of the peace, child control, and the like, referred to the section ever have to go to court, and the section has become a sort of steering center for all other agencies by referral and interpretation.

It also takes on certain kinds of work other local agencies do not handle: certain veterans problems, complaints from Joe and his neighbors when the garbage collectors are careless or landlords are not living up to the rules. And it gives the city the documented advice it needs on economic and social needs, making surveys of such Kansas City concerns as the conditions in convalescent homes, the best way to handle blind mendicants, and the increasing problem of mental health. A solidly popular part of the city government, the section now wants to get even closer to those of Joe's friends who need its services but don't yet know they exist; to let all citizens know they have someone in their local government who understands. It also hopes to carry on the work it has begun with alcoholics and their families.

Prison and Parole

Before any outsider can appreciate the last of the department's many functions—its work with penal institutions and with parole—he must know the curious story of how Kansas City's welfare department was taken over by the politicians in 1918 and liberated in 1940.

The trouble with the first, pioneering welfare department, almost forty years ago, was that it was too good. With William A. Volker as president, it had Jacob Billikopf, Howard McCutcheon, C. D. Mill, and John T. Harding as policy makers; and Frank P. Walsh—who not only had social vision but a shrewd political eye and wide contacts—as counsel.

At first, Mr. Walsh and the natural contempt of politicians for a force they did not yet understand saved the department from the spoils-hungry machine. But a few years later they were not so naive. There were obvious possibilities in licensing amusements, in promising a playground here or a baseball diamond there, in making loans and offering work relief (as the department then did); and there were obvious possibilities in its high prestige and wide activity. The boys moved in finally, in 1918, and the curtain closed on that bright Act I in which the first welfare department in the United States made social history.

It wasn't until 1940, when a reform government swept into office, that the welfare department was able to pick up and carry on Act II or Act III of the municipal drama.

Dr. Hayes A. Richardson was drafted from the local university as leading man. The "Little Doc" took his cue from Volker et al., but enriched the role with his own interpretation and then recruited a skillful supporting cast.

The stage set, as the curtain rose after the election, was something out of Gorki's "Lower Depths." Morale was almost nonexistent, and so were professional standards. And nowhere were things worse than in that part of the department which dealt with people in trouble with the law.

Things were worse—unspeakably worse—in the Municipal Farm, the Women's Reformatory—both, at the time, ironic names. Rotten doors fell off the buildings at the "farm" and fire swept the flimsy houses periodically. An indescribable smell rose from the prisoners who sat on the butt-covered floor in drooping lines, slouched around the hall in one-piece striped dresses—handed out with a grotesque disregard for size—or flopped on their beds in a stupor. The walls were so dirty that they had to be scraped before they could be scrubbed and repainted. Except for desultory sweeping and dishwashing, there was literally nothing for the prisoners to do but smoke and swap endless personal stories. Even the VD treatment was so inadequate it was a mere gesture.

Today, women in well-fitting checked gingham dresses (and showing a new and spontaneous desire to keep their hair neat, bathe, do their fingernails) have clean beds, bedside tables, cretonne curtains, ashtrays. The main rooms have neatly painted furniture and cheerful linoleum-top tables, where the women sew, make rugs, knit, embroider, crochet. They also cook, clean, and grow large quantities of vegetables in the reformatory garden.

After hours, there is a wide recreation program of soft ball, croquet, picnics, basketball, music, singing, and even spelling bees and discussions of current events. Women's organizations have supplied books and magazines. Most important, the officers make each woman realize that they are personally interested in her welfare, happy when she shows a consistent desire to rebuild her life. Relatives and friends are brought into the picture to help her; and the reformatory has worked out a plan with the parole department to make sure that she has a chance at a decent job, in a safe environment. In a way, that would have seemed incredible during that dark intermission between Act I and Act II; former inmates actually come back to swap news, and get advice, these days.

In the parole division, the typical parole officer today is a college graduate, handpicked for qualities like stability and judgment, carefully trained to take complete case histories and to work with all available agencies on rehabilitation, particularly keeping in touch with the casework section. It has had an encouraging percentage of success, even with some very discouraging human failures, because of its patience in using everything Kansas City has to offer—clinics, social agencies, psychiatric hospitals, the Planned Parenthood Association, the Juvenile Court and a dozen more—to help untangle a confused situation.

The welfare department is on solid ground now, with a seven-year, mounting record of achievement behind it. This time, it won't be caught napping. There are too many disappointing stories in the United States of reform governments which have had their brief day and perished from an excess of theory and a deficiency of understanding of human beings. With its friendly, practical spirit, with its efficiency, and above all with those community councils to demonstrate its genuine interest in our average Joe Smith, Kansas City's welfare department—the first to be born in the United States—has now attained a vigorous adulthood.

The $60,000,000 Question

JAMES BRUNOT, *Assistant to the Chairman, AOA-UNAC Allocation Committee,*
and
LENNIG SWEET, *Secretary, AOA-UNAC Allocation Committee*

As American Overseas Aid—United Nations Appeal for Children undertakes a $60,000,000 world relief campaign in a year of inflated prices, economic and political worries, and debate over the government's European Recovery Program, the professional social worker may well ask how a new organization hopes to obtain $60,000,000 in voluntary contributions from the American people; why $60,000,000 when the government is talking billions; and especially, just how this new organization proposes to allocate and spend $60,000,000.

There is no question as to the need for the campaign. Reports from the war-impoverished nations of Europe and Asia disclose that half the children of the world are hungry. Hundreds of thousands of displaced persons still need help in finding new homes. Disease and despair continue to be the dominant consequences of the war. Voluntary contributions for foreign relief play a key role in meeting these world problems. In terms of *world economics* their role is small. In terms of *human values* their role is disproportionately large. Voluntary contributions are needed to help fill the inevitable gaps in government programs, to supplement basic economic recovery measures with specific help in reconstructing health and social services, and often to supply the special services which humanize and make effective the mass plans financed with public funds.

There is no question that $60,000,000, while minimal in terms of the need, is a large goal in terms of private philanthropy. No larger amount, with the exception of the Jewish funds, has ever been obtained in a single campaign for foreign relief.

Also, there is no question that the American people are desirous of bearing their full share in helping the people of war torn Europe and Asia. During 1947, assistance from organized relief, individual gifts-in-kind and money orders going abroad amounted to approximately $300,000,000. One has only to remember the spontaneous outpouring of good will which created the Friendship Train to realize that broad mobilization of this generosity has great potentiality for providing practical benefits to needy recipients.

Mobilization, then, is the problem; the channeling of generosity into an efficiently directed flow of cash. During the last two years, the pattern of foreign relief activities has changed. Emphasis has shifted from Great Britain, Russia, and China to Germany and Austria. Individualized gifts-in-kind have increased and money contributions to organized relief agencies have decreased. Although gifts-in-kind campaigns have been almost uniformly successful, many agencies have had great difficulty in obtaining funds for the transportation and distribution of such gifts, and for the administration of institutional relief which they have been sponsoring abroad.

Another difficulty followed the ending of the National War Fund, when each of the foreign relief agencies began conducting its own money raising campaign. The resultant competition in local communities for volunteer fund raising personnel, as well as for funds, created an adverse reaction against organized foreign relief. Many campaigns failed in 1947. To replace the confusion of multiple appeals with the focus and economy of a single appeal, the major foreign relief agencies, all members of the American Council of Voluntary Agencies for Foreign Service, last summer formed a federated fund raising organization known as American Overseas Aid, Inc.

And here is how it came to be known as American Overseas Aid—United Nations Appeal for Children:

In December, 1946, the United Nations created the International Children's Emergency Fund to carry on the child-feeding which was still urgent after the end of UNRRA. Unlike UNRRA, the ICEF is supported entirely by contributions—both private and government—with no "Formula" to indicate what each government should appropriate. Member nations who were expected to be substantial contributors to the Fund had other uses for their money, and support of the ICEF from government sources is, to date, entirely inadequate. To enable individuals through voluntary contributions to augment the insufficient government appropriations in ICEF, Aake Ording, a Norwegian, proposed a United Nations Appeal for Children. This Appeal was officially created last fall by unanimous resolution of the United Nations General Assembly. The plan of UNAC, to raise money for the ICEF from private sources in all countries, was to be carried out by separate campaigns in each nation, under United Nations sponsorship.

After negotiation between the State Department and the United Nations, it was agreed that in place of a separate UNAC campaign in the United States, America's share of voluntary contributions to ICEF should be raised by American Overseas Aid. Hence that agency changed its name to AMERICAN OVERSEAS AID—UNITED NATIONS APPEAL FOR CHILDREN, thus uniting the appeals of the American private agencies, and America's participation in the worldwide United Nations Appeal.

Then arose the $60,000,000 question—what agencies should be admitted to participation, and how should the funds raised be divided among them? How this was answered should be a matter of interest to all those concerned with social programs and budget procedures.

Immediately after its formation, the board of directors of AOA-UNAC appointed an Allocation Committee, under the chairmanship of William L. Batt, which was to take on the double-barreled task of recommending to the board which agencies should be admitted for participation, and advising as to apportionment of prospective funds among them.

The present membership of the

committee, which includes businessmen, specialists in the fields in which AOA-UNAC is particularly concerned, social work administrators, and representatives of organized labor, is as follows:

Herschel Alt, Lillian Anderson, Dr. Leona Baumgartner, John Brophy, Frederick I. Daniels, E.C.K. Finch, Elizabeth Guilford, Shelby M. Harrison, Fred K. Hoehler, Sidney Hollander, Reginald T. Kennedy, Katharine F. Lenroot, Henry R. Luce, Patrick Murphy Malin, Francis Matthews, Dr. Wade W. Oliver, Mrs. Frederic M. Paist, Arthur G. Rotch, Dr. Wilbur A. Sawyer, William J. Shroder, Dr. W. G. Smillie, Harold E. Snyder, Conrad van Hyning, and Colonel W. L. Wilson.

Yardstick for Participation

In carrying out its first duty, to decide what agencies were to be admitted for participation in the campaign, the committee, with the board of directors, drew up prerequisites for participation. Chief among these are membership in the American Council of Voluntary Agencies for Foreign Service, registration with the Advisory Committee on Voluntary Foreign Aid of the U. S. Government, and willingness to sign an agreement with AOA-UNAC. The agreement binds the agency to undertake no independent appeal for funds while the agreement is in force, and to present its budgets for review and its expenses for accounting.

The American Council wrote to its member agencies last September, suggesting that those who cared to do so might apply to AOA-UNAC for participation, indicating their general program. Twenty-seven of the fifty-four agencies applied, as did three others which were not members.

Each applying agency was carefully examined by the AOA-UNAC Allocation Committee staff. This process included a check on the prerequisites of participation, a visit to the American Council to examine budgets, audits, and other records, the submission of a questionnaire on how the agency determined its program and the nature of its administrative practices and, finally, a study of the reports of the National Information Bureau.

Admission of twenty-six agencies accomplished the first step of the Allocation Committee. The second step was to screen the askings.

Each agency was required to present budget requests on standardized request forms; a separate form was used for each project. The form called for information as to amount of money desired, need for the project, work completed and proposed, expected accomplishments if requested amount was granted, and a description of administration of the project.

Budget requests were diverse. One agency presented a detailed document of fifty-one projects; another sent descriptive material totaling forty-five typed pages. On the other hand, some agencies merely listed the countries in which they hoped to operate and the amount of money desired. When all requests had been standardized, they made a document of over 400 pages.

Meanwhile, with the campaign goal set at $60,000,000, the board of directors had decided that only $50,000,000 should be authorized for allocation at the outset, that $1,200,000 be held for administrative and fund raising purposes, and $8,800,000 kept as a contingency fund for agencies which might come in later, or for additional allocations to present participating agencies, if circumstances warranted. Although the agencies had been informed of this decision, total askings of the voluntary agencies amounted to $61,816,252, and the International Children's Emergency Fund requested $29,700,000, so that the grand total was $91,516,252.

Screening of Requests

Before the necessary cuts could be made, a careful screening of requests was undertaken.

After preliminary study by the staff, the first essential step was analysis of all projects in each major field. The medical, displaced persons, and child welfare specialists, who were members of the Allocation Committee, reviewed the projects in their respective fields.

Here are samples of problems the specialists considered:

The medical committee evaluated a program of hospital building as against mobile clinics; it examined the effectiveness of proposals for tuberculosis immunization; it drew up a statement as to what it would consider a satisfactory tuberculosis program. The Child Welfare Committee considered the advantages and disadvantages of "adoption" and the sending of individual packages as against mass feeding. Their recommendation was that AOA-UNAC might provide small sums for the promotion of "adoption" and sending of packages, but that it should not heavily support such programs, because it was believed that bulk purchase and group feeding utilized money more advantageously.

The second important step in the screening process was to obtain certain clearances and comments. The Allocation Committee considered this clearance essential to assure a proper relationship between the activities supported by the AOA-UNAC $60,000,000, and the vastly larger government programs which AOA-UNAC supplements.

Under the auspices of the Advisory Committee on Voluntary Foreign Aid of the U. S. Government, a conference was held in Washington on December 17, 1947. The budget request material had already been made available to the officials who were to attend. Meeting there with the staff of the Allocation Committee, were the State Department specialists concerned with relief in each of the countries where funds of AOA-UNAC would be used; representatives of the Department of Agriculture; the Army (those concerned with relief operation in occupied areas); the American Red Cross; the Preparatory Commission, International Refugee Organization; the International Children's Emergency Fund; and others. In this conference the value of the proposed activties was considered in relation to over-all needs and proposed government programs.

The staff then studied the material from its own examination of the projects, from the meetings of the Allocation Committee specialists, and from the Washington conference, and prepared a statement on the budget requests of each agency. Care was taken not to advise as to amounts. The statement took the form of questions and "things to look for." It covered administrative as well as direct relief askings.

The Allocation Committee met on December 22 and 23. At the first

(Continued on page 64)

Sociometry in Action

How we get together in groups

HELEN H. JENNINGS

When an individual is with others who respond to him and whom he wants to be with, he has greater security. The more secure he is as a person, the more released he feels and can behave in the group. As he is emotionally freer of tension and doubt and hesitancies of different sorts, he can contribute and function better within the total group. The internal morale of the group increases as individuals find they can contribute and interact broadly with one another.

One important blockage in group-work is that individuals don't have the securities they need with each other in groups. A way of overcoming lacks in security is to bring the natural groupings into play, thus preventing lots of individuals and lots of potential leadership from being submerged.

The sociometric test is a simple method for revealing actual natural groupings and diagnosing personal association patterns. Each individual is asked to express with whom he would like to associate in a common situation in which an action is to be undertaken, such as in a community house recreation group, classroom, factory shoproom, for example. In these instances, each individual may be asked whom he would like to play with, to sit with, or to work with.

When these choices are diagramed we have a sociogram. Thus the sociogram is a picture of the choices of the members *for one particular occasion* and is valid for that type of occasion only.

The immediate possibilities for sociometric grouping will vary in different settings. Thus in homerooms one arrangement may be for seating, another different arrangement may be for committees, although the same children are involved. An example of one kind of question is given which some schools use at change of semesters to compose their homerooms on the basis of pupils' choices. "What other boys or girls do you want to be in the *same* homeroom with you next semester? You may give three choices, naming the boy or girl you *most* want to be grouped with as your first choice, then the one you want as second choice, and as third choice. It's hard to arrange room enrollment for all choices by each person, but everyone will have at least one of his choices. We should keep our choices confidential because some people will be choosing you whom you may not have chosen since you had only three choices."

In nearly all group situations, there are occasions which come up where people must be aligned in some manner with one another. A common situation occurring in many kinds of groups is the use of committees. *Being on the same committee with you* then is the criterion for the choices.

Common Criteria

But whatever the particulars of the sociometric test and its wording, all tests which meet the standard of being genuine sociometric opportunities have to live up to the following criteria:

a. The situation should be *real* for the choosing; choices are not hypothetical; they are made for an *actual* situation, in the same terms as the action is going to be;

b. The test is not an end in itself; its results are always put into effect to change the arrangements for working or living in accordance with the choices; sociometric arrangement is only setting the stage for a better group work situation;

c. There is an *immediacy* to the choosing: it is for *right now,* tomorrow or next week, not some vague time in the future or two months later.

Obviously, the technique of getting sociometric results is a matter of giving every individual in a group a role in which he can act in his own behalf toward a situation in which he is or is going to be. The role which is given him has to be sufficient to draw out his most wanted, perhaps most inwardly kept wishes in respect to whom he wants to be with in the situation facing him.

Thus the manner in which the sociometric question is put is important to securing valid results. Motivating elements should be emphasized. To address a group of boys and girls with "I'd like to know with whom each of you would like to be in the same recreational group at our community center" is insufficient. The question must be put in specific terms: "Each of you knows best whom you would enjoy being with in the same group at our community center for the times you will be working and playing together. No one can know this as well as yourself. We shall be arranging our new schedule for groups next Monday. As today is Friday, I can figure out the membership in groups by Monday if you would like to choose associates today. We will keep with the same people we choose today for eight weeks, and then have a chance to choose again. Keep in mind all the boys and girls you have come to know here whether they are absent today or not. Let's give three choices, or four if you like. Wherever possible, I'll arrange the groups so that the individual gets all his choices. But it is very difficult to give all people all their choices because lots of people might choose one person. All of them are just as important as this one person is."

It will be noted that the individuals can tell, from this statement, exactly what the choices are for, why they are asked for them, when the choices will be put into operation, and precisely how long the groupings made from the choices will last before another opportunity for choosing is given. Also, that the term "sociometric test" (which possibly can imply right and wrong answers) is avoided, since it is not a "test" in the usual sense of the word.

Usually only the positive choices are

The author, who is currently a staff member of the Intergroup Education in Cooperating Schools, a project sponsored by the American Council on Education, became a research collaborator with Dr. J. L. Moreno in developing sociometric methods in 1929. A graduate of Rutgers and Columbia universities, she has continued in research, teaching and writing in her field since that time. Her book, "Leadership and Isolation," published in 1943, is now in second edition.

Readers who are interested in the development of this group method will welcome the council's forthcoming book, "Sociometry and Human Relations Practices."

taken. However, in some places, it is important to take rejections also. Again, the *manner* of taking rejections should be matter of fact and direct. After the choosing is done, the director can say: "Each of you knows also if there are any people you feel particularly uncomfortable with in the situation we are choosing for, or who may feel this way about you, where a feeling of uneasiness or annoyance between them and you may come up in the situation. So I can arrange our grouping to avoid this; if there are any you feel this way about or think they do about you, put their names at the bottom of the paper. If there aren't, leave it blank." It is important that no implication of one individual judging another is raised. The stress is on the two-way nature of negative feelings.

This is particularly crucial in situations where tensions or conflicts are high. Then rejection data are needed for better diagnosis of the group dynamics—for locating the urgent group problems. Many of the unaccountably unfavorable outcomes of groupwork become understandable when the interpersonal structure of the group is known.

How Choices Are Carried Through

The technique of carrying choices into action is built out of a systematic consideration of how to provide everyone with the most he can have. In doing this, it is understood, the choices are used precisely *for the situation involved* in the choosing. This is important because often it is not possible to generalize that an individual choosing certain persons for one situation in his life necessarily wants to be with them in other, different situations. One index of social growth, in fact, is the extent of capacity to relate one's self selectively to persons who in turn respond in particular situations.

Two principles can be followed in carrying out choices for optimal satisfaction: assuring that *every* individual is provided with some of his choices and, second, Insofar as possible assuring that the highest degree of choice expressed or the highest degree of choice meeting with reciprocation is used in the grouping.

This, of course, means that an individual who is unchosen or who chooses others than those who choose him receives his first choice; that an individual who is reciprocated by his second choice but not his first choice receives his second choice. The aim is to provide the individual with companions, for work or living, to whom he is most attracted and in whom he is most likely to find mutual response. When rejections have been taken, the member is given a situation where he is least likely to face rejection—away from those who actively have rejected him as associate. It has been observed that under such conditions he is often able to live down his situation and build anew a better interpersonal setting for himself when he is given a fresh start.

The sociogram of a group is a charting of the dynamic interrelationships expressed by the members of a group at a given time. As such, it should always be considered in relation to the time it was taken. Since person to person responses are never static, there are often occasions when the groupworker may wish to compare the structure of the group at one time with its structure at another time.

In doing this, it is necessary to keep in mind that while inter-personal relations are always in a state of flux, the shifts in feelings between individuals are not rapid but relatively constant. It is therefore important that any second or further repeat sociometric test be given at a time interval long enough to make sense to the group members—to justify it actually from their point of view. In order that this be true, the time interval must be long enough to register a fairly large amount of change in the structure. The evidence suggests an interim of seven or eight weeks meets these criteria in many groups: from the members' viewpoint it is felt as the ripe time to choose again and from the groupwork director's viewpoint, it is found necessary to keep up with the developments in social growth happening in the group as a whole.

There are, of course, situations where particular projects call for a shorter or much longer time arrangement of the choice structure. But the principles applying are still the same: the sociometric test should primarily meet the felt needs of the members and not a research need of someone studying their interactions.

Sociometry in Action

In relation to groupwork, sociometry offers many explicit uses. One of these may be taken for illustration.

A teacher had been asked by several girls in the school what they should do; they wanted to be Girl Scouts but no near-by troop had room for them. A poll of fifth and sixth grade girls showed sixty-four "candidates." The question then became, how to decide who was to be in which troop.

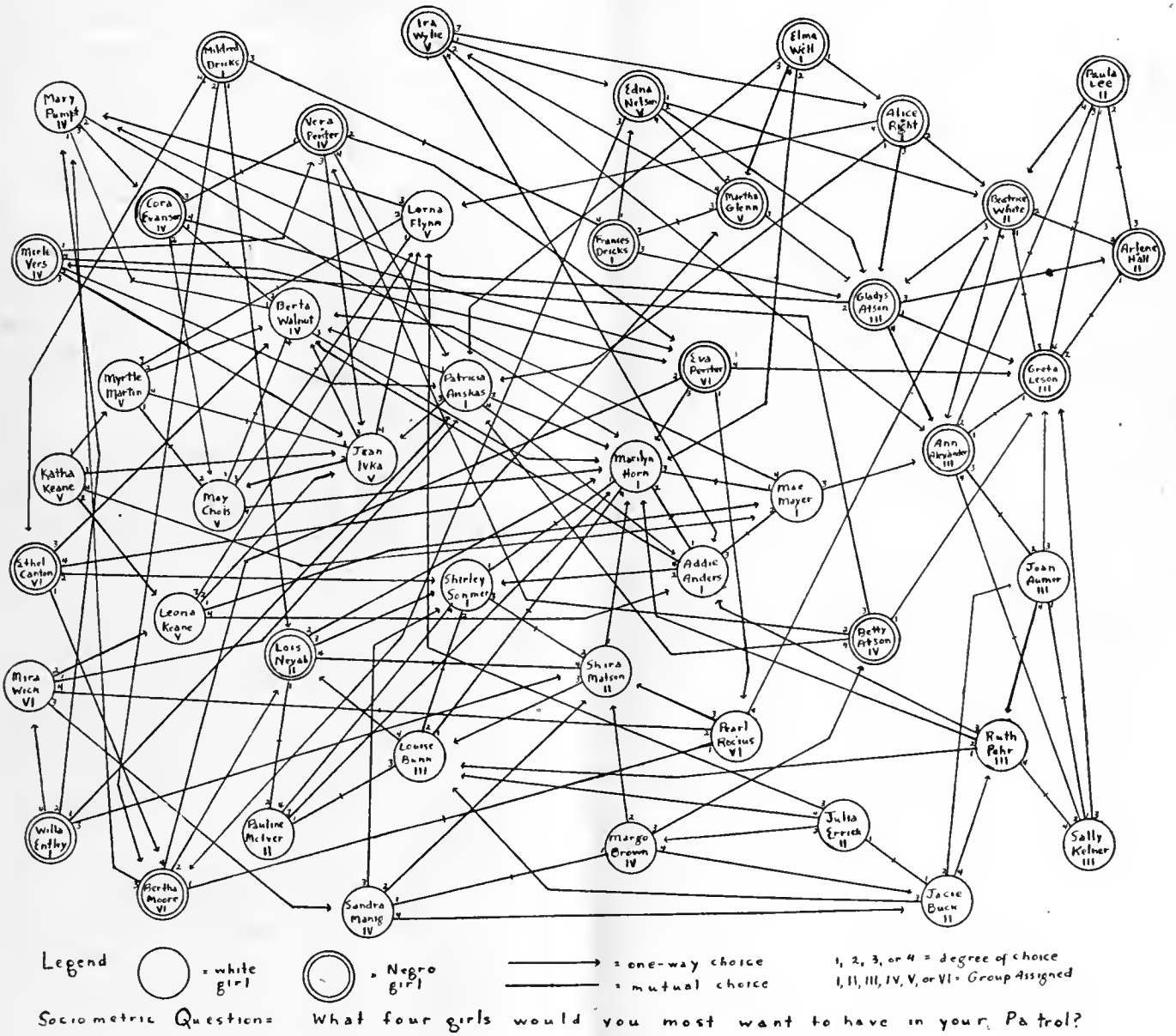
"Since a troop usually divides into 3 patrols of 8 or 10 each for discussion, planning, and working purposes," the teacher reported, "we decided to use a sociogram to find 6 natural groups—3 for each troop. The question we used was: What four girls would you most want to have in your patrol? Influencing placement was the need for balancing the number of white and Negro girls in each troop. From the sociogram we made sure that everyone got at least one choice, but still gave very conscious consideration to the racial situation. A few girls not showing on the sociogram came in after the meeting; they were asked to state a single choice and placed with the person chosen. We had hoped to maintain the ratio to which the children are accustomed in school (about 30 percent Negro) but instead close to 50 percent of the girls who came were Negro. Still holding to choices, we tried to figure the patrols so that neither race would be overwhelmed by the other. It has worked out beautifully.

The accompanying sociogram (see page 43) shows the choice patterns from which groupings for patrols were made. Classroom sociograms made for purposes of seating arrangements had shown no tendencies toward cleavage between Negro and white pupils. The Girl Scout patrol sociogram, however, shows that some members of each race chose members of their own race exclusively, as well as a generally greater tendency toward separate racial cliques, for this situation which involves "facing the community."

The community setting in which this school is shows many conflicts between Negro and white persons. The school itself, however, had managed to keep interracial tension at a minimum. Sociometric choices offer at the various grade levels also reflected no distortion of positive expression by members of either race in preference for itself. This school was on the alert to keep community patterns of feelings from affecting the in-school life of its children.

From the patrol sociogram a possible inference was that the choice-patterns were reflecting the expectations of the members of both races that "outside school" they would not be allowed to

GIRL SCOUT SOCIOGRAM



Legend ○ = white girl ◎ = Negro girl ⟶ = one-way choice ⟷ = mutual choice 1, 2, 3, or 4 = degree of choice I, II, III, IV, V, or VI = Group Assigned

Sociometric Question: What four girls would you most want to have in your Patrol?

Sociometric Placement for Membership in Two Troops of 3 Patrols Each from Sociogram for Girl Scouts Patrol

I		II		III		IV	
Marilyn Horn		Pauline McAver		Greta Leson	N	Berta Walnut	
Shirley Sonmer		Lois Neyab	N	Ann Alexander	N	Mary Pumpf	
Addie Anders		Jacie Buck		Sally Kelner		Cora Evanson	N
Mae Ann Mayer		Julia Errick		Joan Auman		Vera Penter	N
Willa Entley	N	Beatrice White	N	Ruth Pehr		Betty Atson	N
Patricia Anskas		Arline Hall	N	Gladys Atson	N	Merle Vers	N
Alice Right	N	Paula Lee	N	Louise Bunn		Margo Brown	
Elma Well	N	Shira Matson		*Dora Atson	N	Sandra Manig	
Frances Dricks	N					*Flora Lespie	
Mildred Dricks	N						

V		VI	
Katha Keane		Mira Wick	
Myrtle Martin		Pearl Rocius	
May Chols		Bertha Moore	N
Jean Ivka		Eva Penter	N
Lorna Flynn		*Mammie Tow	
Leona Keane		*Lucy Davis	N
Martha Glenn	N	*Ida Maddon	N
Ira Wylie	N	Ethel Canton	N
Edna Nelson	N	*Elaine Harvard	

Note: Influencing placement in patrols was the need for balancing the number of white and Negro girls while giving each person some of her choices. Six* girls do not appear on the sociogram. They entered after first meeting. One girl, Louise Bunn, forfeited her choices on request of teacher for sake of others.

associate with the very persons with whom they could and did in school.

The procedure of sociometric placement was used in this instance to meet an apparent intergroup problem. The Girl Scout director built on the permise that the higher the internal morale of a group the more it can withstand pressure from other groups. She did this in several specific ways.

First, in the patrol arrangement, each individual received some of her choices. Second, insofar as possible, leadership positions in terms of extent of choices received, were spread in each patrol. Third, each patrol was arranged to have about an equal number of members of both races, making the bi-racial situation common. Thus, no member need be self-conscious regarding race in respect to her particular patrol, and none could know that any other members had shown preferences for their own race.

This technique of sociometric placement is useful generally in situations where any group factor appears to be affecting choice-patterns. For example, where boys and girls tend to choose their own sex. The classroom is then arranged so that boys and girls are spread randomly about instead of each on separate sides of the room (while, of course, each person receives some of his choices). When choice arrangement does not visibly betray the group factor cleavages, the next sociogram is apt to bring to overt expression the choices which had been unexpressed but felt all along. (It becomes "all right" to say how you feel.) When the classroom is given the appearance of a monastery and a convent side by side, the next sociogram is almost certain to show the same or more extreme inter-sex cleavage. (It becomes "not the thing to do" to choose the other sex.)

Last, not least, auspicious timing was used, from an intergroup education viewpoint, the occasion of forming of Girl Scout Troops, to aid the members to demonstrate to the community the practicability of interracial projects.

Groupwork Implications

The relation between this method of grouping and the dynamics of attitude change in the individual is demonstrable. Influences travel along interpersonal lines of attraction (Moreno). Very specific attitude changes happen along the lines of person-to-person responsiveness (Newcomb). Personality changes are highly related to person-to-person setting (Jennings). People we like influence us more than do either things or people having no personal meaning to us. Hence the likelihood attitude expansion will take place is greater once the individuals, as persons, are attracted to each other. The evidence now is increasing which shows forming of mutual relationships with them *precedes* changing of a given attitude. Groupwork is thus justified in utilizing the emotional outgoingness of the individual toward specific other individuals to build a setting in which he is *free* to change, even in attitudes toward the self.

Second, before attitude changes can occur, the individual apparently must feel free enough to ventilate, to express openly, what attitudes he has, with confidence he, as a person, will not be rebuffed; he can do this more surely in a group sociometrically arranged.

Third, there is evidence—and this is fundamental to any work with groups—that sociometric arranging of a group *at the start* (before activities are planned or begun) will enhance the possibilities both for successful outcomes of activities and for group processes which are satisfying to the members.

In the practice of groupwork, this very point is sometimes reversed: an "interest" is set up and individuals are recruited around it (as, art) when the objective is not its furthering but developing inter-personal structure in the group in such manner that each individual can work out his particular psyche problems. It is more economical of time and energy and therapeutically effective to construct the group originally out of sociometric choices for associates in the group—so as to have a basic pattern of inter-personal attractions out of which activities spontaneously develop.

Fourth. The third point above appears to rest on the fact that spontaneity of individuals is greatly augmented by inter-personal attraction, the choices themselves being a form of spontaneity. Thus, when people are placed together who have greater spontaneity toward each other, they tend to create more, act more intelligently, and do more in general, than when they are placed with others with whom they do not "click."

Fifth. The third and fourth points above appear to rest on the evidence that no one (psychiatrist, groupworker, caseworker, psychologist, teacher, parent) can choose as well *for* an individual as by and large he is able to do himself. He is the one who is an ultimate authority on what he *is feeling* at the moment when a sociometric decision is put to him. This does not imply he is the best estimator of why he is at present feeling as he does towards particular persons. Nor does it imply he is a reliable authority on his own emotional history or on the kinds of emotional patterns he may be exhibiting. It implies only that he knows toward whom he is emotionally drawn and, secondly, when he is allowed opportunity to be with them, that he is found to have chosen in a manner *which benefits him and the other individuals.*

Genuine Choices

Perhaps it should be re-emphasized here that this refers to sociometric choices—actual choices for a real situation which he is facing where he is motivated to give his genuinely felt choices and which he knows are assured him. It does not imply that choices which he *seems to be making from an observer's standpoint* carry the same efficacy. The evidence is that the individual's observed behavior is not a reliable index to what associates he wants; too many factors beyond his control may affect what behavior he shows. (*E.g.,* his own timidity toward approaching someone who is already surrounded by others; desire to make others think he doesn't care to be with those who do not invite him.)

The security of anonymity given to sociometric choices may be also an important factor releasing him to express his most confidential feelings. It is understood, of course, that how the sociometric placement was figured out from the choices is kept confidential by the group director. The individual does not know that he is, perhaps, unchosen; he knows only that he has been given one or more of his choices and he knows everyone else has too, so he can feel *he has a right to being where he is,* and he can, of course, feel also that in all probability some of those placed with him chose him. In any case, the situation was fair for everyone.

Under these circumstances, the individual can have *reality* feelings of security. (He needs less to seek recourse in fantasy.). In sociometric practice, this is found to free much more capacity of the individual than had been shown in his behavior in

(Continued on page 63)

Out of

POSTWAR BERLIN

Comes this Page

from a

Acme

"Every morning . . . the crowded omnibus"

Caseworker's Diary

Every morning at 7:47 hours, mostly even sharp, I am going with the crowded omnibus to the out-office of a large Berlin VBK [welfare center]. The ride is only short, however long enough to make me feel hungry, due to the meager breakfast. Four dry slices of bread are still in my purse, and in addition to this a carrot as extra allowance. With steely energy I am holding onto my principle not to start with the second breakfast before entering the office-rooms.

In the omnibus I am seeing people who are riding somewhere to the surroundings of Berlin in order to collect provisions for hoarding. How fine that must be, to come home once with a full rucksack, to make parents and brothers and sisters once happy, and to be satisfied. The daily worry for the sick father and the big brother who is attending the Technical University on food card 3 and standing in the preliminary examinations, being always hungry, renders me frequently so tired and discouraged. However, being a social worker I must not think of the own need; the misery of the others is greater, fathers and sons are missing or still PW's, and almost everywhere the war has left inexpressible grief behind.

Before the door of the office-room, the first callers are already waiting. The consultation hour starts only at nine hours, but the people are used to waiting, to standing in queue and to come early. They know also that they will be served at the Public Welfare Office before official hours if it is ever possible. A haggard, tall, evil-smelling woman enters the room. She is one of the mothers who received continuous assistance in cash and kind through the Nazi government and was accustomed to keep house on full larders. She is unable to put up with the economy now required; the last usable items are sold; the money is spent; the children have no longer any clothing and linen; and to the four legitimate children an illegitimate one, allegedly from a Russian progenitor, has been added.

The food card rations were never sufficient for the family, and the children had to steal in foreign gardens. The eldest son has recently left the family because he wants to get enough to eat at a farmhouse. The suckling had to be taken to the hospital yesterday because he was seriously undernourished. At the end of the month the family is ordered to vacate the living shack by the Building Police, since the mother has used the wood planking and the roof trees for firewood during the last cold winter and since the living shack is now pervious to rain and threatened to falling down.

Lamenting and debilitated, the woman is sitting in front of me: "What will now become of us, where shall we go, when will my husband come back, why have the men to go to war, why does the Russian not release the men? Please take care that my big boy will come back, he was the only bread-winner in the family. Please do call at the hospital at once and ask how my little girl is, I want to have the child back." Complaints and questions on end, and few possibilities to help; however, help must and will be given. The mother must comprehend that she has got so deeply into trouble through her own mistake, and that she only will be able to master the hard life through diligence and honesty, cleanness and goodwill. The woman must feel that she will be helped if she is ready to convert herself.

Again the door is opened. This father was here already yesterday. He is a master artisan, having been bombed out for three times and now living in an emergency home. His wife returned from East Prussia twelve days ago. She had been forced to work for the Russians, had been raped, and has given birth to a child two days ago in the small hut where her husband

For this remarkable document, *Survey* editors are indebted to Marguerite Boylan (see "Rebuilding Social Services," THE SURVEY *midmonthly*, October 1947). Following her return from Germany last fall, she received this "Report of a Female Caseworker," dated October 31, 1947, from the director of the Welfare Branch of the Military Government in Germany. THE SURVEY prints this report in order to bring to American social workers an authentic picture of the personal and professional lives of their colleagues in a devastated European country. By special request the name of the caseworker who wrote the report is being withheld.

is living now. The little girl is well, but the mother is completely exhausted. Neighbors have given a table cloth for diapers, and an old woman put a little shirt before the door. The father asks for speedy accommodation of the child at a good foster place; his wife was pure when she married him, and she must not be reminded of the shame through the child.

"Please, place her soon and well. I shall nurse my wife to become well again, we have two children of our own who must not know anything of their mother's fate, not yet now, afterwards I will tell them the awful facts." The father is requested to bring us the baby next morning; the foster parents have got word and will pick up the child. They want to keep her completely for their own and do not like to meet the real mother. Layette and perambulator have already been prepared; the foster father is a joiner and is now building a cot for the baby.

The telephone is ringing; the police have arrested a twelve-year-old boy when he was stealing fruit. The boy must be picked up at once. This is a well-known case to the family caseworker. The father was apprehended two years ago by the Russians for having been a member of NSDAP [National Socialist German Workers Party]. The mother died shortly afterwards, and the child was taken by foster parents who have taken over the property, including the house and all inventories. Since his mother's death the boy is causing difficulties in his education.

On the way to the police station I have at last a possibility of inserting a short recess for breakfast. How good such a little piece of bread is, when one is so hungry!—The little sinner is glad to be fetched, he does not like to have something to do with the police. In an adjoining room of the office he waits for his foster parents.

In the meantime, the consultation hour is going on. Mothers are coming, complaining that their daughters do not want to work; foster mothers are applying for shoes and clothing for their refugee children; a little boy is coming, giving his mother's compliments and asking for a soon call at home; the progenitor of an illegitimate child is bringing the proof that he will not be able in the future to pay alimony; a former foster child, now being an apprentice, is asking for an allowance since both the foster parents have fallen sick and have to live on public assistance; a young mother reports exultantly that her child has received a pair of new shoes; a neighbor is informing us that vis-a-vis a woman is living who barters with the food ration cards of her children. "When she has nothing to smoke, she thrashes her children," the woman is telling.

Thus in short moments sad and pleasant pictures are passing before my eyes. Whoever calls at the consultation hour will be treated individually, in spite of the short time, and will receive aid as far as possible.

The consultation hour has been closed for today, the bell of the Catholic Chapel has chimed twelve a long time ago. As the last of callers a father is coming in, wearing a dirty mechanic's overall. Tears stand in his eyes. He is already known here; his two children were placed at an institution two years ago, returning to him about two months ago. His wife is not good; she cannot put up with the general condition of need and lets the children go hungry. The father had another dispute with his wife and she ran away last morning, taking all the food ration cards of the family with her. The father is desolate, and now he wants to be divorced. His children are patiently waiting outdoors.

The case causes much work. The police and the Food Card Office have to be informed. A farmer friend has to be asked for his kind assistance with vegetables and potatoes. The children have to be registered at the day care center. The father needs a certificate for his employer. Two women with whom the mother has been repeatedly bartering food cards for bread or cigarettes have to be visited. Everything must be done, all of it urgent.

Behind the father the door is being closed for the day. Out-duty may begin. At first I have to see the mother of the little Russian baby, then the medical attestations have to be picked up declaring that the mother is healthy and not suffering from venereal disease. Afterwards I shall see the farmer so that the two children abandoned by their mother will have something to eat; perhaps I can have there something also for the three children of the woman who has consumed already everything for the ten-days period. On the way to the farmer I can call at the kindergarten where two children have to be seen and registered. On my way to Mrs. N., who should like so much to take a foster child, I can accomplish two visits on wards. On the whole, eight home visits are due today. Therefore I shall not be free before nineteen hours.

What a pity that I have already finished my sandwiches, but the carrot was fine, almost like an apple. The errands are all very distant from each other and the sun is rather hot today, but I am glad that I have not to do my work in the city. Here in the suburbs everything is already more rural and freer. In the gardens the flowers are blooming in all the colors, and the orchards are boasting with splendid apples, pears, red and blue plums. Here and there a hen is cackling; a pompous gander is crossing my road; three butterflies are resting on a large yellow sunflower; a kid is jumping merrily around the goat mother.

The world is beautiful, but I am hungry. Otherwise I would also be able to be so happy as the little dog there that is glad to see his mistress. Perhaps I am also tired besides the hunger. Maybe I am too much preoccupied by the troubles of others—maybe I ought to have more possibilities to help. However, what is not existing cannot be consumed; we have to attempt to master life and to brave the need. Everything on earth has its meaning, and if we go to pieces, we do not solve the task.

Before going to see the woman in childbed I am praying for strength to say some helpful words to the woman, in order to give her new courage.

My timing was right: out of the eight home visits, seven could be dispatched. An old man who wanted to be hospitalized has died in the meantime, the visit becoming superfluous. It is shortly after nineteen hours. The omnibus is no longer so crowded at this time of the day, and I am getting a seat at the second stop.

At home much work is waiting for me, for the mother cannot master the big household by herself. The cooking and shopping take almost all the day. The lacking potatoes have to be replaced through wild vegetables which to collect takes much time. I was totally out-bombed, and the few newly purchased items are of inferior value and quickly torn. For washing and darning only the late evening is left. Tired and exhausted I am creeping into my bed, grateful to have still a roof over my head and a bed to sleep in, and to be able to give aid to some people.

The Paint Job

MARY OVERHOLT PETERS

A one-page sketch which gives warmth and credibility to the idea of helping people to help themselves. Mrs. Peters is a district supervisor in the Oklahoma Department of Public Welfare.

There was every indication that the battered baby crib was in for a thorough overhaul and redecoration. A can of white paint and a paint brush, material for crib sheets, pillow slips, blankets, pad covers, all were piled inside the crib. Miss Scott, the social worker, came in with quick, eager step, hurriedly buttoning her big smock as she set to work. She moved the material from the crib, spread newspapers on the floor, opened the paint, stirred it carefully, and dipped in the brush. A sudden thought erased the eager look and arrested the hand that held the paint brush. "If I get such a kick out of this, Florence might feel the same. It's her crib for her baby; she needs to get a kick out of something. I have no right to do this —it's her job," she said aloud, as she cleaned the paint brush.

Instead of a bright, new-looking crib, Miss Scott brought the battered baby bed the next morning to a dark, dingy tenement room where a shabby, untidy young woman sat with her baby in her lap.

"Look what we have here, Florence," Miss Scott began briskly. "It doesn't look like much now, but when you get it painted and fixed up, I bet you'll be proud of it."

Florence regarded the bed sullenly, but did not answer.

"How's Maxine this morning?" Miss Scott continued, ignoring the girl's lack of enthusiasm.

"All right, I guess." Florence rose and placed the baby on the old car cushion in a dark corner of the room. She did not turn to speak again.

"Maxine needs sunshine. It's nice you have that fine big window, now that spring weather is coming," Miss Scott remarked eaily as she departed.

There were no curtains at the window, and the glass was so covered with dust on the outside and a greasy film on the inside that it admitted little light. The walls were smoke blackened and the corners were festooned with cobwebs. Florence was as untidy and slovenly in appearance as her home, and even the baby had a neglected, shabby look A visit to Florence always left Miss Scott depressed. "Florence is so sorry for herself that she has no friends, and refuses even to love her baby because that would bring a gleam of happiness, and Florence is resolved she will admit no happiness into her life," she analyzed.

Life had not been kind to Florence. She was a child of divorced parents and several marriages of each had separated her from both father and mother. She had had a very good job and a boy friend during the war. Although both were under eighteen years of age, they married, for at eighteen he would be called into military service. He was called, but during the round of parties which celebrated his last week of civilian life, he was killed in a car wreck. There was no money, no insurance, nothing but debts. And Florence was pregnant. She had no intimate friends, but when she moved to cheaper quarters and less desirable jobs as she became less able to work, she lost even the casual friendships she had formed.

Her child was born in the county hospital, and she was meagerly maintained by an ADC grant supplemented by some county assistance. The bare room in a delapidated tenement house threw her with a lower level of society than she had yet known, and though she had little to do with the other tenants, her speech grew more like theirs, she walked like them, looked like them, lived like them. She was without pride in herself or her baby.

Miss Scott was reviewing this in her mind as she again came up the broken, warped board walk to the old house. But once in Florence's room, she stopped short in surprise at the sight of the fresh-painted baby bed. The paint left over from the crib had been applied to the window casing, the window glass was shining, and the floor and surrounding walls were scrubbed to a bare, painful cleanness. The baby's bed stood in front of the window where the warm sunlight poured in. It was truly a bright spot in a dreary setting. It might have been her imagination, Miss Scott thought to herself, but the baby seemed happier this morning. And though Florence maintained her uninterested, almost disapproving, attitude, there was something different in her expression.

Within the next few weeks material for curtains, a can of wall paint, two or three throw rugs, material for pillow covers, and other needed equipment came to the room. Its transformation progressed steadily. While the change was taking place in the room a significant change was also taking place in its occupant. Florence was neater in dress, cleaner in person, She became careful of her speech, and and her hair was becomingly arranged. a quiet courtesy supplanted the sullen ness. She began to go to the library when she took the baby out for a walk, She was reading, studying, and cultivating associates she met at the library in place of the other tenants, who were already critical of her because she had found her room not good enough. Florence was a different person. Ambition and hope had been born in her.

"The baby bed is almost too small for Maxine, isn't it?" Miss Scott asked many months later as she planned with Florence nursery care for the baby to free Florence during working hours in her new job.

"No, no, it's all right," Florence protested vehemently, and then continued in answer to Miss Scott's surprised look, "That bed means something very special to me, Miss Scott. It was when I saw it change as the clean white paint went on that I first saw that things could be better—that I myself could do something to make them better. I can't give it up yet." The girl's earnest voice dropped almost to a whisper. "Sometimes when I get discouraged I just move that little bed out and sit and look at it till it talks to me. It says 'Things can be better. You, yourself, can do something about making them better; better for Maxine and for you.' "

Miss Scott closed the door softly. "Wouldn't it have been awful if I'd done that paint job myself!" she mused humbly.

EPITOMES

THE COMPASS

Toward a Progressive Vocational Service for Social Work

Joe R. Hoffer

This is the last of three articles on a progressive vocational service for social work. The first two—in *The Compass,* September and November, 1947—outlined services which should be made available, and presented three proposals for providing them under voluntary auspices. In this article the role of public employment services is discussed.

For the past few months there has been considerable discussion regarding the extent to which a voluntary, nonprofit organization with limited financing can serve a whole nation, and certain generalizations may be offered at this time which may be significant:

1. There is a need for a national placement service. This should be a common service, national in character, cutting across functional lines and including all areas of social work.

2. The social work field is unwilling to finance such a service at this time.

3. It is impractical to attempt to administer a truly national placement service under voluntary auspices.

4. The public employment service has demonstrated its potential ability to serve professional workers.

The most significant demonstration of a public employment service for social workers has been operating as the Social Workers Placement Service on the west coast since 1941. This is a joint enterprise of the U.S. Employment Service and the California State Department of Employment and is operated on a regional basis serving eleven states and two territories, Hawaii and Alaska. Another example was demonstrated on a local level in Cleveland, Ohio. Other professional groups [teachers and nurses] have also found the public employment service helpful.

While the California and Cleveland programs represent the major special public services to social workers, the regular state employment services and the USES are providing some placement service. This is available usually in large urban areas.

The federal government returned the operation of employment services to the states on November 16, 1946. These services are being financed largely through federal funds and therefore the USES has continued to play an important role in the conduct of these services. Therefore, it would seem important that action be taken on both the state and national levels. The nature of employment service relating to social workers is such that certain problems must be considered before the extent of this action can be defined.

First, social workers are a mobile group and move freely from one job to another and from one section of the country to another. Therefore, there is a question as to whether a state could operate an effective program if it restricted its registration to those residing within its boundaries.

Second, is the problem of whether public employment agencies should be standard setting agencies.

Third, is the problem of adequate financing.

Fourth, is the problem of the selection of representatives advisory committees. The use of an advisory committee is consistent with the operating policies of the employment services and should be considered essential.

The first step toward a more adequate placement service is to secure common agreement of all responsible social work organizations that the field should look to the public employment service for the basic placement service.

The National Social Welfare Assembly, professional membership organizations, and the Social Work Vocational Bureau should develop and publicize a national plan with the cooperation of USES and formulate some basic principles for the guidance of local, state, and national social work groups. Local and state social work groups should explore with the appropriate public employment officials the possibilities of providing a more adequate service.

The problems enumerated do not represent all which must be faced in developing a truly national employment service for social work. Classification, analysis of labor market, improved job counseling, are examples of other considerations which will demand attention.

In working for a complete vocational service, principles regarding the relationship of voluntary to public services should be kept in mind. It will not be possible to attain a well rounded program of employment service under public auspices immediately, and it is essential, therefore, that consideration be given to the provision of supplementary services under voluntary auspices designed to strengthen the public employment service. Functions that need to be provided through voluntary means have been described in the previous articles.

The SWVB has discontinued its present counseling and placement services and is carrying a restrictive program until a definite decision as to the future of the organization is made on June 1, 1948.

Social Service in the Veteran's Administration

Jack H. Stipe

The social service division in central office [of the Veterans Administration] consists of three sections—program standards, staff development, and operations—all of which participate in the formulation of policy and program and render professional guidance and assistance to the thirteen branch chiefs of social service. More than 1,000 full time social workers are now on duty with the Veterans Administration. More than 70 percent of these workers have completed two years of training or have earned a master's degree or its equivalent. About 560 VA social workers are assisting veterans at regional offices, and about 120 of these are working full time with patients attending the regional office mental hygiene clinics. There are approximately 145 on duty in neuropsychiatric hos-

pitals; more than 40 in tuberculosis hospitals; and 255 in general medical and surgical hospitals.

Although VA social service has a primary responsibility for service to veterans receiving medical care and treatment, regulations and procedures authorize social service assistance and collaboration, whenever possible, in certain other aspects of several of the non-medical programs outside the department of medicine and surgery. In large field stations, social service may be represented at staff meetings of the non-medical services and divisions not only to explain VA social service but also to present opportunities for a demonstration of this service. As additional professional staff members become acquainted and learn to work cooperatively with social workers, the whole field of social work inevitably will derive real benefits.

It is realized that all efforts to develop the VA social service program into one program, conducted by one staff, will have no vitality and reality unless this service builds secure working relationships with the profession outside the Veterans Administration. To achieve this, social work has a representative on the VA special medical advisory group, which group is required by law, established by the administrator, and nominated by the chief medical director. To advise the administrator, chief medical director, and the social service division regarding the development of a good VA program of social service, a Veterans Administration social work advisory council of seven members has been appointed. Several branch offices have appointed consultants to social service. Already approximately 175 students from twenty-eight schools that are members of the American Association of Schools of Social Work have field work placements in fifty VA field stations.

RECREATION

Play as You Go

Howard Whitman

America needs, as rarely before, the emotional health that work-play balance can give. We need the increased productivity of the man who takes time to recharge his batteries. We can do without the tense, erratic activity of the playless man we sometimes call a "dynamo." As Dr. Mark A. May, professor of Educational Psychology, Yale University, points out, the dynamos are prone to develop stomach ulcers—"The ulcer type rarely plays at all."

What is the difference between work and play? Too many people do not know. Dr. Karl A. Menninger, Menninger Clinic and Research Foundation, Topeka, Kansas, sums it up this way:

"The psychiatrist plays at being a photographer, the professional photographer plays at being a horticulturist, the florist plays at being a carpenter, the carpenter plays at being an artist, the artist plays at being a cook, and the cook may, along with several million other blithe spirits, be playing at being a psychiatrist."

The distinction between work and play, he says, is "not in the actual occupation but in the mind." The individual's attitude toward an activity can transform it from grim drudgery to gay fun, or vice versa.

Dr. William C. Menninger, who headed the army's psychiatric services during World War II, gave this definition: "Play is an activity which we choose freely—without necessity or outward pressure. We do it solely for the satisfaction we get out of it, and not for any monetary value."

Work is compulsory, has monetary value, and must be done whether we like it or not. Professor May calls work an "anxiety activity."

Is all play, and no work, the answer? Certainly not. That's as badly off balance in the other direction.

There is no way to tell just how many hours a week you must play in order to achieve a balance. Only your own sense of well-being can tell you that you are playing sufficiently. Only your own feelings of tenseness can tell you that you are not playing enough.

Play often is aggressive behavior in a socially acceptable form. We can swat a baseball, shoot a deer, kick a football, hook a fish, or punch an opponent in a boxing match—and no one accuses us of anti-social behavior. Baseball shows a close affinity to the aggressive nature of primitive man; his primary activities were *throwing, swatting,* and *running*— precisely the combination you have at the Yankee Stadium.

For a proper work-play balance, every man ought to strive for at least four satisfying kinds of play. For example, he might have a stamp collection to gratify his acquisitive instinct, carpentry to fill his creative urge, tennis to get out his aggressions, and mountain climbing to satisfy his need to dominate and excel.

COMMUNITY

To Gerard Swope: for Distinguished Service

"Here is a fellow who has really made good. He's risen from a dollar-a-day man to a dollar-a-year man." Thus said E. A. Roberts when on behalf of Community Chests and Councils, Inc., he presented to Gerard Swope the first national Red Feather Award "for distinguished service to the nation's community chests and councils. The bronze medallion is the highest honor the national association can bestow on a citizen, and its duplicate will go, not oftener than once a year, to the man or woman who is judged to have rendered the most outstanding service in the national field.

The "dollar-a-day" wage was earned on Mr. Swope's first job, that of helper in the General Electric service shops in Chicago in 1893. The dollar-a-year had been earned by long service to many a social, civic, and humanitarian cause, starting in the days when he worked evenings as a volunteer in Hull House. His first experience in the chest field came when he was chairman of the depression-born Mobilization for Human Needs, in 1935 and 1936. He was one of the leaders of the National War Fund; also chairman of the National Budget Committee. He was first chairman of the National Health and Welfare Retirement Association.

Receiving awards is nothing new in Mr. Swope's life. For his work during World War I, President Wilson awarded him the Distinguished Service Medal, and France made him a Chevalier of the Legion of Honor. In 1942, he was awarded the Hoover medal for public service in social, civic, and humanitarian affairs. He was a member of President Roosevelt's Advisory Council on Economic Security, and of the first National Labor Board.

Mr. Swope spoke some gracious words of appreciation: "It has been a pleasure to watch the growth of the Three C's. This kind of federation, with decentralization of management, is a real demonstration of democracy."

MR. CHAIRMAN!

Environment and Adjustment

JOHN IHLDER

A year or two ago I spoke before a social work group where my emphasis on the importance of environment was rather coldly received. In response to my request for a definition of the purpose of social work, a member of the group, who, I later learned, lives in a coal mining town, said, in effect, that the purpose is to enable people to adjust themselves to their environment so they can live contentedly. If I had then known of her habitat I would have asked how her conception of the purpose of social work differs from the purpose of the unlamented Coal and Iron Police whose motto was, "Make 'em take it and like it."

My usual and broader question is whether social workers are permitting themselves to become merely skilled technicians who hire themselves out to others who determine the purpose for which the skill shall be used.

At a recent meeting of the Washington Chapter of the American Association of Social Workers, the speaker very eloquently told us how much better we are than are the social workers of some other nations. He especially mentioned the German social workers who accommodated themselves to Nazi doctrines. He intimated that *we* would never, never do anything like that. Will THE SURVEY permit a reference to the ribald instance of the maiden lady who never was tempted.

But while we have not been tempted by the Nazis, are we sure that we have not been and are not now being tempted by others? And are we sure we are resisting? Are we sure that we do not say less than we know to be the truth, that we do not trim down the effectiveness of our programs because of fear of offending board members or others in position to advance or hinder our professional progress?

The statement that a social (case) worker's job is to understand human behavior and on the basis of that understanding aid clients to adjust themselves, may be a soporific. It may be used to excuse her from taking a courageous stand for the betterment of conditions to which she knows the client should *not* be adjusted. She may rationalize, persuade herself that these are beyond her field; but if she believes they handicap her work in her chosen field can she refrain from saying so or from participating in efforts to improve those conditions? Has social work in coal mining towns, or in far better environments, been so

The Function of Social Welfare

ROBERT E. BONDY

Social work claims to be a profession. It is said to have a body of skills. Job classifications for it more and more call for specific graduate training in professional schools. Millions of dollars are spent in its undertakings. Voluntary organizations exist to promote it. Government in its various jurisdictions carries it on.

The center core, the heart of social work, is that it exists to promote the well-being of people. *It is the arranger, the facilitator in behalf of people for the attainment of human well-being. It has that as a sole function.* When it begins to depart from that sole function, it ceases to be social work. When, for instance, it gives primary emphasis to protecting the interest of contributors, it departs from primary service to people. When political forces use public assistance to win political battles, the interest of people is endangered. When social work is tacked on to the making of profits, its primary purpose is diverted.

Many other people work to serve the well-being of others. The physician, the minister, the businessman, or the member of the Parent-Teachers Association may be concerned with people, but they still do not have the total well-being of the people as their sole interest.

Social workers have a concern with the totality of individual well-being. They are the arrangers, the facilitators of that totality. They serve people and have no other purpose. Their work becomes a personal matter. The personal equation is shown in their correspondence, in their talk, in their activity.

Social work has opportunistically and pragmatically and with study and forethought developed skills in bringing to people the opportunity and the means for satisfying their needs. A professional body of knowledge grows out of those skills which can be taught in the classroom and in the field.

Four methods are used in social work: social casework, groupwork, community organization, and social action. These interlock and are interdependent. They need to be carried forward in balance and in unity.

The social casework method is used when the needs of the individual or the family call for distinctive and unique attention. The differences among people, the differences in their needs bring the social caseworker onto the scene as facilitator. He facilitates the adjustment of the individ-

When John Ihlder, pioneer in the field of housing, accepted THE SURVEY *midmonthly's* invitation to express his viewpoint on some practices of social work, the natural inclination was to look for a leader in the profession who would present the clinician's viewpoint. Friends consulted, however, felt that the positive statement should be made by one who represented the whole field, and that both personally and as director of the National Social Welfare Assembly, Robert E. Bondy was the person to call on.

The issue which seems to emerge is in the question: "What is social work?" In order that readers, answering this question for themselves, may have three people to disagree with, THE SURVEY ventures this definition:

"Social work is a conscious effort to improve the relationship between society and its constituted members."

John Ihlder

successful in adjustment that its clients are contented? And if it has, does the social worker believe that she is conditioning her clients to anything better than a contented acceptance of death, death of the client and death of the society of which that client is a part?

In my belief, each of us individually and our society as a whole are complex. There is no single answer. There are individuals who, by strength of character or by lucky breaks, triumph over the most adverse situation and environment.

But there are thousands who fail to one who triumphs, because their strength is not quite adequate. I do not subscribe to such interesting theories as that the different people of the globe are what they are solely because of soil and climate, or that we Americans are beginning to take on a resemblance to the Indians. But I do believe that life in America is modifying many of our inherited characteristics, not only physical but mental and emotional. Our environment is molding us.

So, it seems to me, the social worker, even though predominantly concerned with the adjustment of individual clients to their environment, must also be concerned that the environment is one to which the client *should* be adjusted.

This brings us back to the social worker's responsibility for improving the environment. Admittedly, this takes courage, it may put one's livelihood in jeopardy. So long as a social worker concerns herself solely with adjustment of clients to things as they are, she will have only commendation from those who benefit, or believe they benefit from things as they are. But at the same time, she will be of little effect; and she will be given little consideration by those who are striving to make things more than a little better than they are.

Robert E. Bondy

ual, and the utilization by the individual of his own resources and those beyond him.

The groupworker seeks the individual's development as part of the group. The common denominators of educational, spiritual, cultural, leisure time satisfactions are this worker's stock in trade.

The community organization worker, whether of the local community, the state, or the nation, brings organized forces and individual citizens into cooperation in behalf of broad goals for the good of many people. Needs are studied, programs are formulated, united action is sought.

The worker concerned with social action draws upon the experience and findings of these other workers as grist for his mill. He knows human need; he develops proposals for action to meet that need. The proposals may be general or specific; they may involve legislation or public administration, or the ballot box, or broad public understanding of social needs. Social action means democratic action, it calls for uniting of social, economic, and political forces in behalf of individual well-being. It may relate to housing or public assistance or minimum wages or federal aid to education or participation in the United Nations, or the action of politicians. But, in any event, its authority rests upon demonstrated human need and valid programs of action; and its strength lies in so joining all forces that the sum of it is making democracy work.

Now the obsession with attaining victory in war or the engrossment in transition to peace may so absorb social work as it works directly with individuals or groups or communities that the application of its experience and knowledge to social action may be temporarily in abeyance. It must be only in abeyance. "These ought ye to have done, and not to leave the other undone," must be held in mind.

One cannot be all things to all people. Mending the broken vessel may be so engrossing for the individual social worker that construction of the machine to make better vessels possible is deferred.

Social work has been engrossed in a great war. It has been busied with the conversion to peace. Mounting costs of living have brought problems to the individuals it serves, it has struggled against the backwash of war's psychological aftermaths of ill will, prejudice, discrimination, and lassitude.

It has its peaks of attainment and depressions of retardation. Today it is on the leveling off plateau, catching a second wind for the long pull of girding for greater heights. Progress must follow reaction, and so today social work, with the certainties of its knowledge of human need, must prepare for and enter an active period of advance through democratic action.

Let it not be said, however, that during the engrossing times of war and conversion to peace, there were no prophets or leaders in democratic action who had grown up in the knowledge and method of social work. Franklin D. Roosevelt and Eleanor Roosevelt, indeed, have been such prophets and leaders. Harry Hopkins, whether constructing a WPA or convincing Marshal Stalin of the ways of human well-being, was the arranger, the facilitator, made effective by warmth for people and by skills gained in social work. Communities and the nation have their counterparts. Certainly, democracy has been in action in the last two decades in the interest of the general welfare, and running through it have been the contributed knowledge and skills of social work. For the future, that contribution must needs be enlarged, while at the same time, the arranger and facilitator carries on its efforts for individual, group, and community well-being.

✦ ✦ ✦

My gawd, Miss C., only two months ago we give her glasses and now she's back for teeth. She must have read in the newspaper she could have teeth. She'd never have thought that up by herself. — *Public official to a colleague.*

THE COMMON WELFARE

Meals for Millions

Most of us who hear from friends in Europe have grown accustomed to the curious comment: "Even when we get all the calories we are supposed to get on the ration, we seem to be hungry—especially the children."

For this chronic hunger, the hunger of the malnourished—here and overseas—there is a new solution. It was worked out by Dr. Henry Borsook, professor of biochemistry at the California Institute of Technology. His invention is Multi-Purpose Food, or MPF.

The research which led to Dr. Borsook's discovery was made possible by grants from the California Dehydrators' Association and a philanthropic Californian, Clifford Clinton. As a biochemist, Dr. Borsook began with the scientist's premise that health and growth require the right amounts of protein, calcium, iron, phosphorous, iodine, and certain vitamins, plus foods insuring adequate calories. If a diet lacks any one nutritive essential, it is a disease producing diet, a starvation diet. MPF is his answer.

MPF is a soybean derivative. The process removes the oil, with its unpleasant taste, adds protein, food yeast, salt, herbs, spices, vitamins, and minerals. The resulting coarse, light brown meal, cooked in water for ten minutes, is palatable and satisfying, alone or combined with small amounts of meat, fish, vegetables, soup or cereal. It does not deteriorate when shipped or stored. And it can be eaten by anyone on any day, whatever his religious or vegetarian creed. MPF is low in calories, and it lacks Vitamin C, the anti-scorbutic vitamin, which does not withstand cooking, but which is widely available in greens and fruit. As a supplement to a "subsistence diet" (or less) MPF provides essential proteins, vitamins, and minerals. Two ounces are equal, in nutrition, to an "average helping" of beef, green peas, milk, and a small potato.

Once Dr. Borsook had the solution, Mr. Clinton took the lead in setting up the Meals for Millions Foundation, a nonprofit organization. Since July, 1946, the Foundation has made it possible for 32 relief agencies to distribute more than 5,000,000 meals of MPF in 21 war-ravaged countries. The cost —three cents per meal. MPF is not patented. Its sale and distribution profit no one—except the hungry.

By sending $1 to the Foundation, you can send 33 meals overseas; $3 sends 100 meals; $10, 333 meals. But the Foundation operates on an individual scale, too. For $4, Meals for Millions will deliver six 10-meal cans of MPF (60 meals) to your friend or relative abroad.

The address: Meals for Millions, 648 South Broadway, Los Angeles 14; or 119 East 19 Street, New York 3.

Anxiety in Everyday Life

Though anxiety is a killer, its "capacity to kill through heart disease and other physical involvements is as nothing compared with its ability to cripple ordinary human beings in their daily lives," said Dr. Harry Stack Sullivan, speaking before a large audience at the New York Academy of Medicine on February 2. Dr. Sullivan, editor of *Psychiatry,* delivered the William Alanson White lecture and later in the evening received the first William Alanson White Award for distinguished contribution to psychiatry through his work as researcher, educator, and public servant.

Under the title, "The Meaning of Anxiety in Psychiatry and Everyday Life," Dr. Sullivan said that anxiety is the product of early training, and may interfere with its victim's alertness even to factors which may remove the anxiety. Milder tensions, he said, were useful in explaining "the welter of belittling, disparaging performances which seem to be almost a national characteristic." The commonness of irritation, bad temper, and frank anger, he believes, are "not the outcome of 'real' dangers . . . but come from threats to our prestige, to our conviction that we are worth-while and respected." Understanding the roots of these feelings, he said, is necessary for more effective living.

Presiding over the meeting was Dr. Clara Thompson, director of the William Alanson White Institute of Psychiatry, which has been organized to train psychiatrists in psychoanalysis and special training to workers in allied fields.

Homes and Human Beings

With the gift of the library on housing which belonged to the late Edith Elmer Wood, The New School of Social Research in New York City now possesses a goldmine of information for housing students. The collection, which contains a thousand items including books and journals on public housing and a wealth of irreplaceable pamphlet material, was presented to the school at a special reception on January 6, by Mrs. Wood's two sons, Dr. Horace E. Wood, II, and Dr. Albert E. Wood.

Mrs. Wood was, as President Bryn J. Hovde remarked, on the occasion, "the great American pioneer of the housing movement." As a "'navy wife,' she lived in many and various cities of the world. Her interest in housing began when she discovered how the health of one of her servants had been affected by inadequate living quarters. Soon she had become an authority on each factor of the housing problem. Eventually her reading and learning grew into writing and teaching, and it was in her own books and articles that a "statesmanlike program for better housing in America" was first suggested. The U. S. Housing Act of 1937 was, in a way, the culmination of her life work.

"As an economist and a woman," said Mary K. Simkhovitch in a tribute to Mrs. Wood on the occasion of the library presentation, "she recognized the home as the basic group for a sound national life where learning, joy, and love are framed in a structure fit for the development of these arts of living. She thought more of homes than of housing. . . . She saw people first, and housing as a leading factor in the complex social pattern which is the matrix of democracy."

The personal library of this woman of accomplishments will mean much to all those who are concerned with homes and human beings.

THE COUNTRY OVER

International Social Welfare

This year, the United Nations is planning four regional seminars on social welfare—in Eastern Europe, the Far East, Latin America, and for the countries of the Arab League. Modeled after seminars conducted in 1947 in Colombia and Uruguay under UN auspices, the meetings will provide an opportunity for neighboring nations to exchange views and report important accomplishments in the broad field of social welfare.

The seminar series is part of the social welfare program which UN has been carrying on since the dissolution of UNRRA. It is directed by Adolphe Delierneux and administered by Charles H. Alspach. The yearly budget is $670,186.

Little more than a year old, the program has provided valuable services and guidance on social questions to eleven countries, some of which have enacted legislation based on the findings of UN experts. Recently, in Albania new legislation setting up a social security system was based on on-the-spot surveys conducted at the request of that nation by two UN experts—one from the United States and the other from the Soviet Union.

A particularly important part of the social welfare program, according to M. Delierneux, is the exchange of "expert fellowships" between nations. Last year 124 such fellowships, each of six months duration, were granted to people holding senior posts in public or private welfare in their own countries. Nations planning broad social welfare programs, can nominate candidates for foreign study, so that they may return to adapt their findings to the needs of their own nations.

The division also carries on a wide distribution of technical publications helpful in training social welfare workers.

Coordinating Committee

In January, the advisory committee on planning and coordination of UN's Economic and Social Council, met in Geneva to discuss progress made in establishing effective working arrangements between UN's growing number of specialized agencies and in ironing out jurisdictional conflicts between them. The committee was set up last summer at the second session of the Social Commission to consider practical ways of coordinating UN agencies and also to consider the question of urgently needed social welfare activities which do not fall in the area of agencies now established. The committee, which met in closed session under the chairmanship of Secretary General Trygve Lie, will submit its report to the council.

WHO

A dramatic instance of the value of the World Health Organization was afforded by its aid in checking the cholera epidemic in Egypt last fall. Calling on resources the world over, WHO's Interim Commission flew into Egypt more than thirty-two tons of vaccine, blood plasma, and other urgently needed supplies to combat the disease. Working in close cooperation, the commission and the Egyptian health authorities were able to bring the epidemic under control within six weeks, although the disease was spreading at the rate of 1,000 new cases a day.

In a less spectacular way, the commission is building bridges of good will across the world through its $1,500,000 fellowship program, financed by funds from UNRRA's field service program. This year 200 fellows are studying in countries not their own, in order to bring back to their own governments the advantages of new medical and health developments. The commission is also providing field services to aid the health authorities of China, Ethiopia, and Greece, and has set up missions in Italy, Poland, Austria, and Hungary.

In cooperation with the International Children's Emergency Fund, the commission will carry out a vast program to immunize 15,000,000 persons against tuberculosis during the next eighteen months. According to Ludwik Rajchman, chairman of the fund, 70 percent of all children under fourteen years of age in war-devastated countries are infected by tuberculosis.

During the past year, the commission organized eleven expert committees to deal with such specialized phases of health work as venereal disease and malaria. One committee is concerned with establishing worldwide, uniform methods of reporting causes of deaths. These statistics are now often unavailable due to different terminologies used and sometimes lack of reporting. Another committee is working on biological standardization for drugs. International standards are vitally needed in this field to clarify dosage and potency and to establish standard expiration dates for certain biologicals. The commission has assumed the technical responsibilities formerly carried on by the Health Organization of the League of Nations, the *Office International d'Hygiene Publique,* and UNRRA's Health Division. A technical publications program is in full operation.

Yet, despite its excellent achievements, the fifth session of the commission opened in Geneva on January 22 on a note of sorrow over the slowness of nations in approving the constitution for a permanent organization. To date, only twenty UN member nations, not including the United States, have ratified. Twenty-six must do so before the commission can call a World Health Assembly providing for the entry of WHO as a full-fledged member of the United Nations family. However, the session decided to go ahead with plans for the date, time, and agenda of the assembly on the assumption that the needed ratifications will be received soon.

Studies

The UN Economic and Social Council has under way many long range studies designed to promote solutions to such age-old problems as full employment, economic development, standard of living, and economic stability, according to the January 1 *United Nations Bulletin.* These studies are being carried on by the council's commissions—Fiscal, Social, Human Rights, Status of Women,

Statistical, Population, Economic and Employment, Transportation and Communications, and the two regional economic commissions. The greater part of the planning for these studies was completed in 1947, and "1948 should see a growing volume of substantive work on several economic and social problems," according to the magazine.

Human Rights

UN's Commission on Human Rights, at its December meeting in Geneva, adopted drafts for a Convention on Human Rights and an International Declaration on Human Rights, "either or both of which may become the basis of one of the most significant documents of history: a charter of the fundamental rights and freedoms of men and women the world over," according to an article in the January 15 *United Nations Bulletin.* The drafts, which set down essential freedoms for all people regardless of race, sex, nationality, religion, language, political or other opinion, property status or natural or social origin, have been circulated to UN member nations for comment.

The commission decided to take no definite action regarding implementation of these drafts until member nations have had a chance to express their views on them. At its May session, the commission will revise the drafts in the light of comment from members and submit its recommendations to the Economic and Social Council. Under the present schedule, either or both drafts will be submitted to the General Assembly, at its next regular session in September.

The Covenant, which sets forth principles binding on nations accepting it, includes, in addition to standard articles on civil liberties similar to those in the United States and French Constitutions, an article forbidding "slavery" or "forced or compulsory labor." Another article contains a declaration of freedom to move about within a state and to emigrate and change nationality.

The Declaration, which would have primarily moral force, also contains standard articles on civil liberties. In addition, the rights set forth for every citizen include the right to social security, preservation of health, education, rest and leisure, trade union membership, equal pay for equal work, and equal opportunity to engage in public employment. Many of these rights are presented as duties of governments.

A major difficulty in preparing the drafts, according to *The New York Times,* was the problem of reconciling the views of the Slav countries with those of other member nations. For instance, the Soviet delegate, Alexander E. Bogomolov, who together with the delegates from White Russia, the Ukraine, and Yugoslavia, abstained from the final voting, complained that the declaration did not go far enough in protecting human rights "to work, to rest, to social security and education."

PCIRO

The great human problem of resettling the approximately 1,500,000 people displaced abroad by the war and by postwar disturbances "can be solved, but not at the present pace," writes William Hallam Tuck, executive secretary of the Preparatory Commission of the International Refugee Organization, in the January 1 *United Nations Bulletin.* PCIRO, which last July 1 took over the refugee functions terminated by UNRRA and by the Inter-Governmental Committee on Refugees, had arranged for the resettlement of over 100,000 of these people by the end of the year, according to the article. Of the remainder, between 500,000 and 700,000 can be repatriated during the coming year, or will succeed in becoming established in their present country of refuge.

This still leaves a hard core of 800,000 to 1,000,000 for whom resettlement abroad must be found. During the latter half of last year, PCIRO cared for an average of 650,000 people a month in DP camps, and provided legal and administrative aid to some 800,000 others not in need of material help. A serious handicap to resettlements is the constant influx of new refugees, due to postwar social disturbances in Europe, which necessitates an expanding program for care and maintenance in the DP camps.

Urging nations to open their doors to more of these people, Mr. Tuck points out that it costs about $135 a year to maintain a person "in the twilight existence of displaced persons camps in Western Germany," where half of the DP's are living at present, while it costs $200 to move him to North America and $20 to a nation in Western Europe. Eighty-seven percent of the DP's are under forty-five years of age, with their productive years still ahead of them, and many are skilled craftsmen. Two out of five are children. Mr. Tuck urges that nations accept these people as family groups, rather than as individuals with special skills.

PCIRO is under the double handicap of inadequate funds and limited constitutional status, according to Mr. Tuck. The IRO Constitution has been ratified by only eight member nations. Fifteen ratifications are needed before IRO can be formally established as an operating organization of UN.

Legislation

In his State of the Union message on January 7, President Truman called for "suitable legislation so that this nation may do its share in caring for the homeless and suffering refugees of all faiths." Representative William G. Stratton of Illinois, speaking at the annual meeting of United Service for New Americans in January in New York, expressed hope that his bill for the admission into the United States of 400,000 displaced persons at the rate of 100,000 annually, would be adopted during the present session of Congress. He reported that his bill is backed by 150 national organizations.

Movements in support of such legislation have been developing throughout the country. In Minnesota, Iowa, North Dakota, South Dakota, and Nebraska study commissions have been appointed to determine how many displaced persons might be resettled, particularly on farmland which has been suffering a substantial loss of native born population to the cities. A citizens conference representative of the New England states met in Boston in October to discuss pending legislation and plans for acceptance of DP's in case of favorable congressional action. A similar conference representative of the Great Lakes area was held in Cleveland in December.

Voluntary Agencies

United Service for New Americans, Inc., a voluntary organization serving the welfare and adjustment needs of Jewish refugees coming to the United States, which is caring for the welfare needs of approximately 2,000 Jewish immigrants a month, has set its 1948 budget at $13,600,000. Last year the agency provided food, clothing, shelter, medical aid, and other necessities for 20,000 of the 25,000 Jewish immigrants arriving here. It also assisted thousands of

these people in their migration to this and other countries, helped thousands fit into American life through vocational guidance and employment services, and aided other thousands to move away from seaport cities to the interior.

The recently established National Catholic Resettlement Council is planning to establish DP resettlement committees in the 118 dioceses and 19,000 parishes of the church in America. These committees will canvass their neighborhoods to see how many displaced persons can be absorbed and will find sponsors to finance the transportation of displaced persons. The council will also "institute a large educational program for the purpose of enlightening the people of the United States as to a better and clearer understanding of their responsibilities in meeting this great international humanitarian problem." Monsignor Edward E. Swanstrom, executive director of the war relief services of the National Catholic Welfare Conference, is chairman of the new council.

The committee on displaced persons of Church World Service has announced plans for an expanded resettlement program in the event that Congress acts to admit more displaced persons. The active cooperation of interdenominational councils of churches in thirty-six states and 633 cities has been enlisted to help in the resettlement of immigrants and to aid them in becoming self-supporting. The committee has made an intensive survey of what practical assistance can be rendered to these people on arrival. The operational budget of the committee is a little over $1,000,000 a year.

The committee has already given assistance to 1,488 Protestant immigrants, who have been arriving here at the rate of about 100 a month. These have been resettled in thirty-two states and 124 communities throughout the country.

Church World Service is carrying on a combined program of ministry, welfare work, and immigration aid in DP camps in the American Zone of Occupation in Germany and Austria. Approximately half of the people in these camps are Protestant or Greek Orthodox in affiliation.

The January issue of the *Journal of Social Casework* carries two articles valuable for community agencies working with new arrivals from Europe—"The Newcomer's Orientation to the American Community," by Hertha Kraus, and "The Challenge of Transplanted People for Casework," by Elizabeth W. Clark.

WASHINGTON BYWAYS

OUR hail to a new feature is, simultaneously a regretful farewell to Rilla Schroeder's much appreciated monthly page, "Here in Washington." It was from prewar Washington that Mrs. Schroeder began to send us the news of social legislation and the federal agencies administering it. Her coign of vantage was the Capitol, where she was then secretary to the late Caroline O'Day, congresswoman at large from New York State. After Mrs. O'Day's untimely death, Mrs. Schroeder moved from one exacting government job to another. But in the midst of her busy days, she found time to keep up with the news in *The Survey's* field, and to report it for *Survey* readers. And again and again, a *Survey* editor, unable to lay hands on a needed report or pending bill, has picked up the phone and appealed to Mrs. Schroeder—never in vain. *The Survey* readers, we feel sure, join with *The Survey* editors in hoping that Mrs. Schroeder will find time for an occasional article, even though, beginning next month, "Here in Washington" becomes "Washington Byways"—a sort of "inside" reporting that a federal employe of Mrs. Schroeder's integrity could not undertake.

China Mission

UNRRA's relief and rehabilitation program in China came to an end on December 31, terminating the official life of the agency. Distribution of remaining relief supplies and completion of unfinished long range rehabilitation projects, chiefly agricultural, is now the responsibility of the new Sino-foreign, post-UNRRA Board of Trustees for Rehabilitation Affairs and to a lesser degree of the government and private relief agencies.

Commenting on the China mission, *The New York Times* points out that "as a whole . . . a great deal of good has been done." Operating in a nation disrupted by eight continuous years of enemy occupation, in the face of civil war conditions and desperate transportation bottlenecks, the program has been estimated by local officials as between 25 and 50 percent effective, according to the paper. Major General Lowell W. Rooks, director general of UNRRA, pointed out in a recent letter thanking the Chinese Government for its cooperation, that the food shortage in China "although still a critical problem, is far less acute than it was in 1945 and in 1946."

The administrative method of using Chinese officials in top directing positions assisted by foreign deputies, which was found by UNRRA to be most effective in eliminating bottlenecks in the distribution of relief supplies, has been carried over in the organization of BOTRA, which is composed of ten official and non-official Chinese and five foreigners, including Harlan Cleveland, UNRRA's last China director. BOTRA has taken over the utilization of more than $50,000,000 worth of equipment and supplies, as well as $5,000,000 from UNRRA for running expenses.

Opportunities

The Ryther Child Center of Seattle has received a renewal grant of $22,000 from The Field Foundation, Inc., of New York and Chicago to make possible a two-year extension of the center's work on a research, interpretation, and training project. Under the terms of the grant, six-month internships permitting a total allowance of $125 per month are available to graduates of schools of social work who wish additional training in this type of service—treatment of emotionally disturbed children.

The center, located at 4416 Stoneway, Seattle 3, Washington, is directed by Lillian J. Johnson, whose article, "Hope For Three Out of Four" (see THE SURVEY *midmonthly,* October 1947) was based on a study of the results achieved by the center during the ten-year period 1935-45.

Fellowships

Barnard College announces that the 1948-49 Public Service Fellowship, established in 1943 by the Women's Organization for National Prohibition Reform, will be awarded in the midwest area. The fellowship—$1,800 this year—is awarded annually by the Barnard faculty on a regional basis. It provides for a year of graduate study at any approved college or university in one of the fields of social science.

Requirements include U. S. citizenship, a bachelor degree, and special ability in the social sciences. Candidates for the 1948-49 award must be graduates of approved institutions in Ohio, Michigan, Indiana, Illinois, Wisconsin, Iowa, Missouri, North Dakota, South Dakota, Nebraska or

Kansas. Application blanks may be secured from Professor S. Stansfeld Sargent, Barnard College, Columbia University, New York 27. Applications and recommendations must reach the committe not later than April 1.

A Public Welfare Fellowship of $1,000 is again offered by the national Delta Gamma fraternity, for the academic year 1948-49, in honor of Grace Abbott. This fellowship is open to any woman graduate of an accredited American college or university and may be used at any approved school of social work. Preference will be given to candidates who have been employed in the public welfare service and who plan to return to public service. Application blanks may be obtained by writing to Blanche Garten, 1827 A Street, Lincoln 2, Nebraska. Applications must be filed by April 1.

Legislative Previews

New Jersey's Welfare Council is seeking wide support for a bill calling for the establishment of a graduate school of social work at Rutgers University, according to the December *Bulletin* from the council. It is expected that the measure will be introduced in the current state legislature with the sponsorship of Rutgers, the state university.

Under the proposed bill, the school would provide instruction, in accordance with professional standards, for persons preparing to enter the profession and part time courses for those already employed. Instruction would have particular reference to the training of personnel for the public and private school agencies in New Jersey. Provision is made for the establishment of research projects at the school to aid its program of instruction and to improve standards of social service in the state. The bill directs the university to appoint an advisory committee for the school, broadly representative of the profession. An appropriation of $50,000 would be provided for maintenance of the school.

Public Welfare

New York—Recent developments in the months-long, continuing investigation of New York City's welfare department by the State Board of Social Welfare include a suggestion by Governor Thomas E. Dewey that state aid to local welfare authorities be cut, countered by a request from New York City officials that it be increased.

At a press conference on January 19, Governor Dewey reported that substantial pressure had been developing in favor of cutting the state's contribution, because of mounting relief outlays in New York City and growing dissatisfaction with the city's welfare administration. However, according to *The New York Times,* Republican leaders in the current state legislature are not in favor of such drastic action at this time. Under legislation adopted in this state two years ago on recommendation of the Moore Commission, local welfare authorities are responsible for paying 20 percent of public assistance costs, while the state is required to make up the difference not covered by the federal contribution in the categories of ADC, OAA, and blind assistance.

Benjamin Fielding, New York City welfare commissioner since last October, pointed out on January 21 that the city is actually paying 45.5 percent of all welfare costs, as state reimbursement is not available for the costs of caring for the indigent sick and for the foster care of children in private homes and institutions. He urged "remedial legislation" to increase the state's contribution. The breakdown of city, state, and federal contributions to the program this year, according to Mr. Fielding, shows the city contributing over $99,000,000 or 45.5 percent of the total cost, the state over $88,000,000 or 40.5 percent, and the federal government over $30,000,000 or 14 percent.

Governor Dewey has pointed out that reduction in state aid for welfare, would make it possible to increase other forms of state assistance to local authorities, such as aid to education. This year, 54.4 percent of all state revenue was returned to the local community in the form of state aid, 74.4 percent of it—$112,000,000—for public welfare. Eighty-three percent of the state aid for welfare went to New York City, where about half the population of the state lives.

Tentative budget for the city's welfare needs in 1948-49 is $181,997,000, higher by nearly $40,000,000 than the budget for this year. The increase is based on an expected rise in caseload of about 2,000 monthly. The proposed budget is, however, some $42,000,000 less than the figure submitted last October. The cut has been made possible, according to Mr. Fielding by pruning of relief rolls and by procedural and administrative changes in the department, either achieved or now in progress, including new procedures to compel employable husbands and fathers to support dependent wives and children.

At a January meeting of the Women's City Club in New York City, Henry Root Stern, chairman of the State Board of Social Welfare which has been conducting an inquiry into New York City's welfare department for the past few months (see THE SURVEY *midmonthly,* December 1947, page 346), paid tribute to Mayor O'Dwyer and Welfare Commissioner Fielding for the improvement in the conduct of the department since Mr. Fielding took office in October. However, Mr. Stern declared that social workers in general are imbued with a philosophy that encourages people to stay on relief. This philosophy, he held, stems partly from training materials furnished by the Social Security Administration and partly from "current instruction in schools of social work."

Missouri—The Missouri Association for Social Welfare is urging that the state legislature now in session provide a supplemental appropriation for the state public welfare program for the remaining months of the fiscal year ending June 30, as well as a more adequate appropriation for the next fiscal year. A January 3 release from the association speaks of the "gross suffering—actual physical hunger" of people dependent on public welfare in this state. The 1947-48 appropriation permits of grants covering only 90 percent of the minimum needs of OAA clients, 66⅔ percent of the needs of children on ADC, and 52 percent of the needs of people receiving general relief.

Virginia—The Department of Public Welfare has asked the current legislative session for an appropriation increase of $4,570,913, according to the December *Virginia Public Welfare.* Of this amount, $61,000 is slated for increased costs of supplies, salary increases, and additional staff, and the remainder for reimbursement of county and city public welfare expenditures. This proposed increase would raise state aid to public welfare in local communities by 100 percent over that of the present year. It would also make

(Continued on page 64)

BOOK REVIEWS

RED WINE FIRST, by Nedra Tyre. Simon and Schuster. $2.75.

FROM COVER TO COVER OF NEDRA Tyre's "Red Wine First" you will not find a percentage or an average or a median or any other of the statistical devices that too often obscure the stuff that social work is made of. Nor will you find any trace of the professional terminology that has a way of tripping from the tongue of even the best of caseworkers, such words as insight and rapport, for example. But make no mistake about it, insight is here, clear and keen, and without rapport between worker and client there would have been no "Red Wine First"—to the loss of all of us.

Miss Tyre is a social worker, with all the proper degrees, in her native city of Atlanta, Georgia. Her book is not a novel. It is a collection of twenty-five chapters, autobiographical sketches—call them what you like—in which as many men and women on relief tell their stories to their caseworker. You never see the caseworker and only obliquely, through the client, are you aware of her or of the machinery, the technique, of the business of relief. But these clients are people, indestructible people, some of them tragic, others trifling; some bitter, others jocund; some talking glibly, others painfully. In their own words, colloquial, earthy, and authentic, are revealed the urges, the frustrations, the gropings, the rebellions, the defeats that have dogged their lives. There is none of the jargon of psychology in their vocabulary, or in Miss Tyre's, but the psychologist may well envy the way rationalizations come out and psychological forces come clear.

Some of Miss Tyre's people are pictured better than others. To this reviewer, who finds the book so exciting that she is loath to say an untoward word about it, it seems that she comes off a little less well with the people "who have seen better days" than with those like Willie whom "they shouldn't uv hung," or like The Woman Who Had Five Husbands and who concludes; "Yes, ma'am, from where I'm a settin' rockin' looks like I'll have me another husband soon. I'd just as soon you didn't tell Miss Black even though she don't have my case no longer. The Lord God Hisself don't know what she might not come down here a suggestin' if she knowed I was gonna get me a sixth husband."

The title of "Red Wine First" comes from Sean O'Casey's "The Silver Tassie": "Red wine first, Jessie, to the passion and the power and the pain of life; and then a drink of white wine to the melody that is in them all." This choice of title alone indicates the quality and depth of Miss Tyre's insight. Her book is poignant reading for anyone and everyone. It should be required reading for all caseworkers, good, bad, and indifferent. The best of them will be all the better for it. GERTRUDE SPRINGER

Osterville, Mass.

JUDY'S JOURNEY, by Lois Lenski. Lippincott. $2.50.

"JUDY'S JOURNEY," ANOTHER IN LOIS Lenski's series of books for children centering around regional areas of the United States, is a simple moving account of the struggles and the failures, the hopes and the triumphs of one migratory family following the crops along the Alantic Seaboard.

Judy, the central character, ten years old, is a vital, lovable little girl whose heartaches, over the loss of her only pair of shoes, over the cruel rebuff of her schoolmates when she attempts to come to a party in a dress she has made from a grain sack, whose happiness, when she acquires a real live goat for a dime, and whose supreme joy, when at last her family possess their own small plot of ground and are forced to wander with the crops no more, will be shared wholeheartedly by young readers of the book.

Miss Lenski has done more than write another pleasing yarn for children. She has succeeded in conveying a lesson (palatably disguised by her simple effective style and interesting descriptive material), a lesson in tolerance and understanding of other people's ways of life which is sorely needed by the children of the United States and, for that matter, of the world. It cannot be too strongly stressed that early childhood is the time to begin to develop that sympathy, that identification of self with other humans and animals, that appreciation of the problems of all living beings which men must learn if they are to achieve a kinder, better world before wars and "perfected" atomic bombs demolish the one they now possess.

In writing this book, and the entire series, Lois Lenski is performing an important service, for children who read "Judy's Journey" will be entertained by the book and upon closing it will have, almost certainly, some understanding of how the many American families who follow the crops—harvesting the beans, strawberries, potatoes, oranges, cucumbers and tomatoes we all eat—struggle for life and happiness.

The delightful realistic sketches by the author, of Judy, her father and mother, Joe Bob, Cora Jane, Lonnie, their jalopy and their goat, plentifully sprinkled throughout the pages of the book, add to its enjoyment, even for an adult, and will enchant children. *Honolulu, Hawaii* COSETTE MULDER

ON HOSPITALS, by S. S. Goldwater, M.D. Macmillan. $9.

THERE ARE SEVERAL REASONS WHY this book should be read by those who are interested in hospitals. It is a textbook for the student and a reference for the executive. For hospital trustees and for those who are concerned less intimately with the day by day direction of hospitals, however, it is a clever compilation in narrative form of the writings of one man during the forty years of greatest development in the history of hospitals in America.

Few will challenge the statement that S. S. Goldwater was the dean of hospital administrators in this country. With unusual foresight he saw the hospital as an instrument of public health and, although skilled in the business of management, he was impatient of those who regarded hospital administration as a task mainly of bookkeeping and housekeeping. As a physician he could forego the satisfaction of the practitioner's life in "the laying on of hands" for those of the broader but less intimate field of medical ad-

(Continued on page 61)

The Family Service Association of America has appointed *Mildred Frank* as special field representative. She previously served in the bureau of personnel of United Nations.

Dr. William H. Horton of Wendel, North Carolina, has been appointed medical director of the Connecticut State Public Welfare Department, succeeding *Dr. Philip W. Fenney.*

Margaret Johnson has been named acting dean of the School of Applied Social Sciences of Western Reserve University, replacing *Leonard W. Mayo,* who was recently appointed vice president of the university. Miss Johnson has been serving as professor of social administration and assistant dean of the school.

In Nebraska, *Dr. H. E. Eggers,* recently retired from the University of Nebraska Medical College, has been appointed director of the cancer control division of the Nebraska State Department of Health.

Dr. Florence Sabin, who led a successful battle for stronger public health laws in Colorado and the city of Denver (see *Survey Graphic,* February 1947, "Dr. Sabin's Second Career") has been appointed the city's manager of health and charities.

Reverend Henry J. Whiting has been named executive secretary of the Lutheran Welfare Society of Minneapolis, succeeding *J. L. Roney,* who has resigned to become director of the Department of Social Security in South Dakota. Mr. Whiting has been serving as executive secretary of the Lutheran Welfare Society of Wisconsin for the past five years.

Allan Stone has been appointed executive director of the Minnesota Cancer Society, a division of the American Cancer Society. Mr. Stone was previously research director of the Amherst H. Wilder Charity of St. Paul.

Lloyd W. McCorkle has been appointed to the staff of the New Jersey State Department of Institutions and Agencies as a sociologist. Formerly a civilian prison administrator with the army, Mr. McCorkle will work with parole and correctional institutional staffs in the department.

Alice T. Dashiell has resigned as consultant on day care with the Child Welfare League of America to become executive director of the Family Service of Chester County in Pennsylvania.

New executive director of the Community Council of Charlotte and Mecklenburg County, North Carolina, is *Mildred Batten,* previously director of home service for the Mecklenburg chapter of the American Red Cross.

Bjarne Romnes has resigned as executive secretary of the Wisconsin Welfare Council to become director of the newly created division of youth service of the Wisconsin State Department of Public Welfare.

Otto F. Bradley has been named executive director of the Community Chest of Pittsburgh and Allegheny County. Mr. Bradley's background in the chest and council field includes seven years with the Philadelphia chest and five with the Greater Boston Community Fund.

Dr. Lyman C. Duryea has resigned as medical director of the Research Council on Problems of Alcohol to return to active service in the Medical Corps of the army. He has been assigned to an administrative post at the Fitzsimmons General Hospital in Denver.

New executive secretary of the Community Chest of Columbus and Franklin County is *Rudolph Evjen,* who was previously managing director of the Oklahoma City Community Chest.

H. Hadley Grimm has been appointed executive director of the Greater St. Louis Community Chest. Mr. Grimm, who has been serving as budget director of the chest, will continue to supervise budget operations.

Herbert D. Williams has been named chief of the new Maryland Division of Training Schools. He has been serving as superintendent of the New York Training School for Boys at Warwick since 1935.

Dr. John K. Altland has been appointed acting commissioner, Michigan Department of Health, succeeding *William DcKleine,* who has served as state commissioner of health since 1944. Dr. Altland was previously director of the Bureau of Local Health Services.

Dr. William A. Brumfield has been named deputy commissioner in the New York State Health Department succeeding *Dr. James E. Perkins.*

Dr. Paul R. Hawley, former medical director of the Veterans Administration, has been named chief executive officer of the national organization of non-profit Blue Cross hospital service plans and Blue Shield medical-surgical service plans. Merger of these two organizations was announced in January. At present serving as special assistant to the administrator of veterans affairs and as chairman of the committee on unification of the medical services of the armed forces, Dr. Hawley will leave these assignments late in March to assume his new duties.

Dr. Paul B. Magnuson, who has been serving as acting chief of VA's medical services, has been named to succeed Dr. Hawley as medical director.

Donald Kingsley has been appointed assistant federal security administrator to succeed *Maurice Collins,* who retired last September after thirty-five years of federal service. Mr. Kingsley served most recently as economic adviser to the International Labor Office in Geneva, and as chief of the ILO mission to Greece.

Mark Dexter Hollis has been named assistant surgeon general, U. S. Public Health Service, and chief of the service's sanitary engineering division. Mr. Hollis has been serving as executive officer in the office of the surgeon general.

Dr. Vannevar Bush, former head of the Office of Scientific Research and Development, now absorbed by the unified armed services, has been appointed chairman of the new research and development board set up within the national military establishment.

Robert W. Osborn has been named executive secretary of the state committee on tuberculosis and public health of the State Charities Aid Association in New York and as assistant secretary of the association. He has been serving as acting executive secretary of the committee since the retirement of *George J. Nelbach* last September.

Emily K. Johnson has been appointed to the staff of the American Hospital Association to assist in its expanded program of nurse recruit

ment. Mrs. Johnson was previously public relations director for the Nursing Information Bureau.

New acting director of the Research Council on Problems of Alcohol is *Joseph Hirsh,* who has been serving with the council as associate director in charge of education. As his first duty in his new post, Mr. Hirsh has been granted a leave of absence to serve as director of public information with the Interim Commission of the World Health Organization.

During Mr. Hirsh's absence, *Stanley Rappeport,* who has been appointed assistant director, will be in charge of the council's office. Mr. Rappeport is on leave of absence from the Southwestern Medical College of Dallas, Texas.

In Iowa, *Dr. Charles C. Graves, Jr.,* has been named to the newly established post of director of the state's six mental institutions.

The Kansas State Board of Health has appointed *Dr. Edgar W. Warren, II,* as director of the new Mental Hygiene Division. Dr. Warren has been a fellow of the Menninger Foundation since January 1946.

Beatrice Tolleris has been named associate director of the National Publicity Council. Previously chief consultant for the council, Miss Tolleris will be responsible for supervision of *Channels,* as well as for research, consultation, and information services.

Catherine Emig Plagemann, the former associate director of the council, will carry, on a part time basis, the new staff position of director of public relations.

The National Foundation for Infantile Paralysis has named *Theodore E. Boyd* to the newly created position of associate director of research. Mr. Boyd was previously chairman of the department of physiology at Loyola University School of Medicine.

Dr. Paul R. Gerhardt has resigned as director of the division of cancer control in the West Virginia State Health Department, to take a similar position in the New York State Health Department.

Terrance L. Webster will become executive secretary of the Minneapolis Community Chest and Council of Social Agencies in March. He has been serving as executive secretary of the Columbus (Ohio) Chest since 1939.

David Liggett has resigned as executive secretary of Minneapolis Community Chest and Council of Social Agencies, having served since 1935.

Dr. Abram L. Van Horn, chief, program planning section, U. S. Children's Bureau, has resigned to accept the medical directorship of the Kate Macy Ladd Fund of Newark, N. J.

Mason Benner has been appointed executive director of the Community Chest and Social Planning Council of Ft. Wayne, Indiana. Mr. Benner was previously executive director of the Shreveport (La.) Chest.

Percy Shostac has been appointed director of the Chicago Industrial Health Plan, a cooperative enterprise of labor, industry and health agencies. Mr. Shostac served previously as labor representative for the American Social Hygiene Association and the Greater New York Fund.

Honors

To *Dr. Martha Eliot,* associate chief of the U. S. Children's Bureau, the *Parents' Magazine* Medal for Outstanding Service to Children, for her work as wartime director of the emergency maternity and infant care program and as chief medical consultnat of the International Children's Emergency Fund. . . . To *Basil O'Connor,* president of the American National Red Cross, designation as an Associate Knight of the Order of St. John of Jerusalem, by the British Government, for his "humanitarian work of great proportions." . . . To *Robert B. Irwin,* executive director of the American Foundation for the Overseas Blind, elevation to the rank of chevalier of the French Legion of Honor, for unique services to the sightless people of France during the postwar period.

To *Dr. Archer C. Sudan* of Denver, a gold medal, the American Medical Association's first annual "family doctor" award "for exceptional service by a general practitioner." . . . To *Dr. Reginald M. Atwater,* the 1947 Sedgwick Memorial Medal from the American Public Health Association, for distinguished service in public health as executive secretary of the association. . . . To *Dr. Grover F. Powers,* chairman, department of pediatrics, Yale University School of Medicine, the 1947 Borden Award, a gold medal and monetary award, for "outstanding research in the nutrition of infants and children." . . . To *Dr. Richard N. Pierson* of New York City, for his efforts to obtain medical recognition for planned parenthood, and to *Dr. John Rock* of Boston, for research into the cause and cure of sterility, the 1948 Albert and Mary Lasker Foundation Awards of the Planned Parenthood Federation of America—$500 each and a medallion.

To *Anna W. Ludlow* for her work in the area of social action and education, to *Leslie G. Pefferle,* for his work in the area of groupwork and civic affairs, to *Wilfred S. Reynolds,* for his work in the area of administration and community organization, and to *The Most Reverend Bernard J. Sheil,* for his work in the area of religion and human welfare, social welfare awards from the Illinois Welfare Association at the annual dinner in November.

Died

Frances Stern, founder of the world's first food clinic and internationally known nutritionist, died in December at Newton, Massachusetts, at the age of seventy-four.

Miss Stern, who became interested in nutrition through her early work with the Louisa Alcott Club for children and the Boston Tuberculosis Association, in 1918 founded the Food Clinic of the Boston Dispensary, the first of its kind in the world. The clinic, which serves as a research and training center for four nearby colleges and dietitians from many foreign health centers, helps upwards of 1,500 patients a year to plan their diets in relation to their medical requirements, background, and economic condition. Some fifty clinics like it have been set up throughout the world.

Miss Stern is the author of many outstanding articles and books on nutrition. In 1943, in tribute to her, the clinic was renamed the Frances Stern Food Clinic. A Frances Stern Nutrition Fund was established by friends at Tufts College Medical School.

Dr. Philip Hillkowitz one of the founders and the president of the Jewish Consumptive's Relief Society of Denver, died in that city in January at the age of seventy-four. An outstanding pathologist, Dr. Hillkowitz had served as president of the society since its inception forty-four years ago.

Mary O'Reilly Rea, a pioneer in Pennsylvania's labor movement, died in Philadelphia in December at the age of eighty-six. She is credited with the passage in Pennsylvania of the first practical inspection laws for the protection of women and children in industry.

DIRECTORY OF SOCIAL ORGANIZATIONS

American Red Cross

THE AMERICAN NATIONAL RED CROSS. Administered through national headquarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,751 local chapters, organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces and Services to Veterans (including Home Service), International Activities, Disaster Preparedness and Relief, Medical Services, the National Blood Program, Nursing Services, Nutrition Service, First Aid, Water Safety and Accident Prevention, Volunteer Services, American Junior Red Cross, and College Units.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. William Ziegler, Jr., President; Robert B. Irwin, Executive Director.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 607 S. Hill St., Los Angeles, Calif.

Foundation

RUSSELL SAGE FOUNDATION—For the improvement of social and living conditions —Ralph G. Hurlin, Acting General Director, 130 E. 22nd St., New York 10. Departments: Industrial Studies, Library, Social Work Administration, Social Work Year Book, Statistics, Studies in the Professions. The publications of Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

Racial Adjustment

NATIONAL URBAN LEAGUE with 54 branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. During war and post-war period specializes in securing full use of Negro manpower in production and reconversion. Publishes "Opportunity," Journal of Negro Life, and other special bulletins on interracial and community problems. Provides fellowships in Social Work and Labor Relations. Gifts solicited. 1133 Broadway, New York 10.

TUSKEGEE INSTITUTE, since 1881, has followed a program of service in offering practical training for Negro youth and in promotion of interracial good will. Maintains Department of Records and Research for compiling and releasing pertinent information on race relations and Negro progress. Published material available. F. D. Patterson, President, Tuskegee Institute, Alabama.

Child Welfare

BOYS' ATHLETIC LEAGUE, INC., 112 East 19th Street, New York 3. Algonquin 4-1753. Arranges invitation tournaments in indoor and outdoor sports for Boys' Clubs, Social Settlements, Community Centers, Church Houses, Y. M. C. A.'s, Y. M. H. A.'s, etc., throughout Greater New York. Gustavus T. Kirby, Honorary President; Malcolm Van Zandt, President; Stanley deJ. Osborne, Treasurer; Willard L. Kauth, Director. Sponsors: The Benjamin Harrison Recreation Center, 657 Tenth Avenue; The Lincoln Recreation Center, 235 West 113 Street; Tot-Lot Playground, 422 West 49th Street; Camp Sebago, Camp Wakonda and Camp Oronda in the Palisade-Interstate Park; Co-Sponsor School Settlement, 120 Jackson Street, Brooklyn; Lafayette Community Center, Sumner and Lafayette Streets, Brooklyn.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Amory Houghton, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CAMP FIRE GIRLS, INC., 88 Lexington Ave., New York City 16. Dr. Bernice Baxter, President; Miss Martha F. Allen, National Executive. Founded by a group of educators; incorporated 1912. Oldest national organization in America serving girls, provides health and character building program, with emphasis on home skills. Age groups served are Blue Birds (7-9 years), Camp Fire Girls (10 through junior high school age), and Horizon Clubbers (senior high through junior college).

CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., 11 South LaSalle Street, Chicago 3, Illinois. E. W. Palmer, President; Lawrence J. Linck, Executive Director. The Society through its 2000 state and local member units seeks to provide health, welfare, educational, recreational, vocational and employment services to all types of handicapped persons, adjusting its services to each community and the programs of other agencies. Maintains special cerebral palsy services; consultation by professional staff; loan library. Financed by annual sale of Easter Seals. Publishes "The Crippled Child," a magazine for parents of handicapped children, bimonthly, $1.00 a year.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK, 82 N. High St., Columbus, Ohio; Leonard W. Mayo, President, Cleveland, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $7.50.. 75th Annual Meeting, April 17-23, 1948, Atlantic City, N. J.

This DIRECTORY appears in Survey Midmonthly twelve times a year. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

Health

AMERICAN HEARING SOCIETY — 1537 35th Street, N.W., Washington 7, D. C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $3.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Service. C. Stewart Nash, M.D., president; Harry P. Wareham, Executive Vcie President.

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado. Samuel Schaefer, Executive Director, Allan Hurst, M.D., Medical Director. Free, non-sectarian for needy tuberculous adults and children. (Kosher dietary.) Maintains children's service. Medical, educational, vocational, occupational, psychological, psychiatric and social services. H. J. Corper, M.D., Research Director; Mrs. Ruth Hornbein, Director of Social Service and Vocational Therapy. New York area: 19 West 44th Street, Philip Houtz, director; applications to Mrs. Erna L. Lindebaum, director of Social Service. Philadelphia area: 1831 Chestnut St., David Mahler, director. Chicago area: 58 E. Washington, Gene Pollick, director. Los Angeles area: 747 So. Hill St., Albert J. Silverman, director. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 39 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. Chairman, The Rev. Cornelius P. Trowbridge; Acting Medical Director, Mary Steichen, M.D.

MARGARET SANGER RESEARCH BUREAU
17 W. 16th St., N. Y. City. WA 9-6200.
MARGARET SANGER, Director.
Every day 9 A.M. to 4 P.M.
Saturday 9 A.M. to 1 P.M.
Wednesday & Thursday evenings 5:30 to 8 P.M.

Recreation

NATIONAL RECREATION ASSOCIATION —325 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic field and other recreational facilities.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities: —Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormick, Exec. Dir. Robt. R. Hannum, Dir. of Vocational Placement.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York City. National placement and counseling service in case work fields. Membership organization for social workers and agencies. No placement fee. Joe R. Hoffer, Director.

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32nd Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; S. D. Gershovitz, Executive Director, A national agency serving as National Association of Jewish Community Centers, YMHA's, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATIONS—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

PUBLICATIONS
of the
AMERICAN ASSOCIATION OF PSYCHIATRIC SOCIAL WORKERS

JOURNAL OF PSYCHIATRIC SOCIAL WORK

the only periodical in this country devoted exclusively to Psychiatric Social Work. Subscription rates: $3 per year. Special two-year rate $5.

JOB INFORMATION SERVICE

a bulletin listing nationally available Psychiatric Social Work jobs—distributed to Association members.

BIBLIOGRAPHY OF PSYCHIATRIC SOCIAL WORK

For further information write to AAPSW, 1790 Broadway, N. Y. 19, N. Y.

So They Say
(Continued from page 33)

SURVEY *midmonthly* [October 1947]. May I congratulate you on this progressive activity . . . and on your forthright and courageous manner in speaking about your work.

New York City. IRA M. YOUNKER

Is a more full report on this project available at this time? I am especially interested in a detailed description of the methodology.

MARGARET BLENKER
Indiana University of Indianapolis

We have been experimenting, in a limited way, with the idea of attempting to measure results in public assistance cases. We should be very appreciative to learn from you your methodology. ANNA CRANE
Utah State Department of Public Welfare

Book Reviews
(Continued from page 57)

ministration and, in doing so, he multiplied many times the number who benefitted by his contributions to the field of medical care.

The work of editing the papers and essays which are so skillfully brought together in this volume was undertaken by Mrs. Goldwater with the expert collaboration of three of Dr. Goldwater's former associates who were trained by him and who themselves are now hospital executives of top rank.

The book in its five main sections reflects not only the Goldwater philosophy but his factual comments on hospital direction and hospital design, on medical economics and medical care based on his many years of experience as director of Mount Sinai Hospital, as commissioner of health of New York City, and as consultant to innumerable hospitals and communities throughout the United States and Canada during his active career. A bibliography and an index are included and the typography is good. Without prejudice to any other text on the subject, this volume is recommended to the reader as the most stimulating and informative presentation which has yet appeared on the hospital horizon.

BASIL C. MACLEAN, M.D.
Director, Strong Memorial Hospital Rochester, N. Y.

How can the many agencies specializing in subdivisions of social work secure the benefits of information and experience gained in related areas? Through—

The CO-OPERATIVE PROCESS

Among National Social Agencies

Social agencies have been learning that they cannot function apart from each other. In local communities and in the national scene they have discovered that their work is closely inter-related. From sheer necessity they have found themselves working together. That experience now needs analysis and appraisal.

RAY JOHNS reviews here the experience of seventeen national social agencies and the relationships of the six organizations comprising the USO. "Every member of a Board of a local, regional or national social work agency should get the benefit of the findings and the conclusions of this study."—Louis Kraft.

"An important and valuable professional contribution to social work."—Arthur Dunham.

"A thorough, well documented, systematic discussion of the evolution of cooperation."—*Social Service Digest.* Price $3.00

Association Press
347 Madison Avenue New York 17, N. Y.

ADOPTION LAWS
IN ALL 48 STATES
By Morton Leavy of the N. Y. Bar ★★★★ ONLY $1.00
This new book shows you the proper way to adopt a child. Includes valuable list of adoption agencies recommended by State welfare boards. At your bookstore $1.00 or from publisher post paid. (Also publishers of How To Make A Will in 48 states, Law of Marriage & Divorce in 48 states—$1.00 each).
OCEANA PUBLICATIONS
Dept. 144 115 W. 42 St., N. Y. 18, N. Y.

USED BOOKS
50% Off Regular Price
for books displayed by our field workers. In good condition, but without that new look!
For list write
SURVEY ASSOCIATES, INC.
Book Order Department
112 East 19 Street, New York 3, N. Y.

WORKERS WANTED

DIRECTOR: Girls Home for Protestant girls ages six to sixteen, located in St. Louis. Professional training and experience required. Salary dependent on qualifications and ability. Write Mrs. R. F. O'Bryen, 412 Union, St. Louis 8, Mo.

SUPERVISOR of Family Service in well-known Midwestern multiple function Jewish agency with total trained professional staff of eleven. Opportunity for special administrative and community projects. 8688 Survey.

EXECUTIVE DIRECTOR wanted for Five Town Council of Girl Scouts, Cedarhurst, Long Island. Starting salary $2400-$2800. Write for further information.

EXECUTIVE — PSYCHIATRIC SOCIAL WORK—Person capable of aiding in establishing Mental Hygiene Clinic in community of 185,000, Fort Wayne and Allen County, Indiana. Work will be administrative as well as case work to start with. Salary depends on experience and administrative qualifications. Write: L. P. Harshman, M.D., 801 East State Boulevard, Fort Wayne, Indiana.

WANTED by small family agency, executive case worker. Professional training and experience required. Salary good. Family Service Society of Arcadia, 120 E. Union Street, Newark, New York State.

WANTED: Social Worker to take charge of birth control project. Must be mature, experienced in rural work, have initiative and diplomatic ability, a thorough knowledge of Spanish and be willing to live in Puerto Rico for two years. Attractive salary. Apply to 8692 Survey.

PROGRAM DIRECTOR: Settlement House; experienced group work; graduate school of social work; state detailed qualifications. Write Director, Neighborhood House Association, 682 North Oak Street, Buffalo 3, New York.

ASSISTANT DIRECTOR OF PERSONNEL in a large Jewish welfare agency. Duties will include supervision of staff of Personnel Assistants and of general Personnel office staff and other related assignments. Requirements: MS in social work, minimum of ten years casework and personnel experience including some administrative and/or supervisory responsibilities. Salary—over $5000. 8696 Survey.

POSITION available to trained caseworker as head of small study home for adolescent girls operated as part of the program of an intensive caseworking agency for teen-age girls. Job concerns itself with handling the individual girl in her everyday living in accordance with the treatment plan. Girls are High school students. Full maintenance, nice environment, good salary. For details write Miss Margaret Mitchell, Executive Secretary, Girls' Service Club, 501 Professional Building Pittsburgh 22, Pennsylvania.

WORKERS WANTED

CASE WORKER—with M.S.S. or one year in graduate school plus experience. Excellent working conditions. Salary according to qualifications and experience. 8664 Survey.

CASEWORKERS (two): Male or female; salary range up to $3,000, depending upon qualifications. Challenging opportunity. Family & Children's Service, 602 S. Cheyenne, Tulsa, Oklahoma.

WANTED: Executive Secretary for Juvenile Protective Association. Supervision of children's institution, and foster home program. Training and experience in children's work necessary. Salary $3600. Address—Mrs. Vance McCay, 413 Calumet Avenue, Aurora, Illinois.

CASEWORKER. Well trained, wanted for hospital in New York City. Experience not necessary. Field Work in psychiatric, family or medical agency acceptable. Fairly new department. Emphasis on casework aspects of rehabilitation. Offers casework service to private patients on fee basis. Good supervision. Salary range $2400-$3400. 8655 Survey.

PROFESSIONALLY trained social worker with substantial experience, for a position in Lutheran Child Welfare Agency. Lutheran religion preferred, protestant essential. Opportunity for practice in all phases of child placement. Qualified supervision. Direct application to The Lutheran Children's Aid Society of Ohio, 4106 Franklin Boulevard, Cleveland 13, Ohio.

CASE WORKER graduate of accredited School of Social Work, experienced in child placement, for Intake position. Private Agency of good standards. Children's Bureau of Delaware, 1310 Delaware Avenue, Wilmington 19, Delaware.

CASEWORKER. Female, graduate of accredited school of social work, for family casework with Jewish agency. Good salary. Opportunity for some community organization. Write fully concerning qualifications to Jewish Welfare Service, 18 South Stockton Street, Trenton, New Jersey.

CASEWORKER—Graduate School of Social Work, experience preferred but not required. Work is essentially short-time contacts with travelers and newcomers needing assistance with personal or social problems. Small agency. Opportunity for professional growth. Beginning salary $2750.00-$3050.00—depending on qualifications. Write Travelers Aid Society, Pennsylvania Station, Wilmington 50, Delaware.

PERSONNEL ASSISTANT—In a large Jewish welfare agency. Duties will include employment of casework staff and other personnel functions. Requirements: MS in social work, minimum of five years of casework and personnel experience. Salary $4000 to $5000, depending on experience. 8697 Survey.

WORKERS WANTED

MEDICAL SOCIAL WORKERS WANTED. Challenging opportunity for medical social workers, who are of Lutheran faith, to assist in the development of a nation wide service to tuberculosis patients. Progressive program and excellent supervision for staff development. Recognized personnel practices. Graduation from an approved school of social work required. (Under Lutheran auspices.)
Applications also invited for scholarships leading to degree in medical social service.
For further information address Wheat Ridge Foundation, Wheat Ridge, Colorado.

CASE WORKER. Opening for professionally trained and experienced case worker of advanced agency classification. Duties include limited case load and responsibility for special projects. Salary range $3200 to $4500. Write Jewish Social Service Bureau, 15 Fernando Street, Pittsburgh 19, Pa.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.: M. S. degree required; salary range $2700-$3925; appointment within range, depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y., CO 7-9700.

CASEWORKERS—Catholic Family and Child Care Agency has two staff vacancies. Salary in accordance with professional training and experience. Opportunity for advancement. At least one year's graduate training required. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

SOCIAL SERVICE WORKER (WOMAN) FOR FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. FOR INFORMATION, WRITE AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, LESLIE CO., KENTUCKY.

CASEWORKER with graduate training wanted for work in small agency, specializing in work with adolescent girls—counseling and foster home care. Salary range, $2375-$2990. Girls' Service Bureau, 2139 Locust Street, Philadelphia 3, Pa.

SUPERVISOR OF CASEWORK, for multiple service family casework agency. Interesting and challenging opportunity. Salary range $3600-$4500 annually. Write Director, Jewish Social Service Bureau, 127 N. W. Second Street, Miami 36, Florida.

CASE WORKER wanted for a family agency; professionally trained or one year of graduate school and experience. Salary scaled in accordance with qualifications. 8700 Survey.

CASEWORKER for families and children. One year or more graduate training desired. Good personnel practices. Salary dependent upon training and experience. Indiana. 8701 Survey.

WANTED: A trained caseworker for Family Welfare Agency. Salary range $200 to $220 per month. Contact Mrs. Earl C. Brandel, Court House, Portsmouth, Ohio.

STENOGRAPHIC ASSISTANT (WOMAN) FOR ADMINISTRATIVE STAFF OF THE FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. SEND DATA SHEET TO AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, KENTUCKY.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.
GRADE I .....$2580-$2936
GRADE II .....$2664-$3312
GRADE III .....$3144 up
APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

CASE WORKER, with either full or incomplete training, and preferably with at least one year of successful family casework experience. Salary range $2600 to $3400. Write Jerome N. Sampson, Jewish Family and Children's Bureau, 310 West Monument Street, Baltimore, Md.

NEW MEXICO DEPARTMENT OF PUBLIC WELFARE
offers
Opportunities for Employment
for
Trained Social Workers
Positions:
District Child Welfare Consultant
Senior Child Welfare Worker
Junior Child Welfare Worker
Case Supervisor
For application blanks and information write
NEW MEXICO MERIT SYSTEM, Box 939, SANTA FE, NEW MEXICO

POSITIONS OPEN IN ALASKA
ALASKA DEPARTMENT OF PUBLIC WELFARE

DISTRICT WORKER

Salary Range: $285.00-$315.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.
Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in a supervisory capacity.

CHILD WELFARE WORKER

Salary Range: $270.00-$300.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.
Experience: 1 year in the past 5 years of social work in child welfare.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 Juneau, Alaska

SITUATIONS WANTED

EXECUTIVE DESIRES EUROPEAN ASSIGNMENT

Able and successful Administrator and Organizer desires executive position with organization offering European Assignment.

Good Education — Age 44 — Married.

Excellent Reference and Military Record.

8693 SURVEY

EXECUTIVE position wanted by trained and experienced Protestant woman, capable of carrying complete administration Child Care Institution for the normal or handicapped child. Available March 1st. 8679 Survey.

EXECUTIVE POSITION desired with group work or community organization agency, male, Negro, married, veteran, 37. Experience in family and child welfare case work, community organization and group work agencies. Two years training. Presently employed as Executive in multiple Service Agency. 8690 Survey.

PSYCHIATRIC SOCIAL WORKER, A.A.S.W., male, available now for New York City area. Minimum salary considered $3,000. 8691 Survey.

EXECUTIVE OR ADMINISTRATIVE position desired by male, 34, M.S.W., with experience in casework, groupwork, community organization, public relations, programming, work with public and private agencies, child welfare institutions, centers. California preferred. Available June 1948. 8694 Survey.

SITUATIONS WANTED

TOP FUND-RAISING CAMPAIGN DIRECTOR AVAILABLE — 8695 SURVEY.

EXECUTIVE or administrative position desired in small public or private children's institution. Challenging proposition. Experience and recommendations excellent. West Coast preferred. Age 36. Married. 8689 Survey.

INSTITUTIONAL, Private School, Camp, Housefather, Counselor, Recreation Director, mature, references, college, experienced child guidance, available immediately. 8671 Survey.

TRAINED medical and psychiatric social worker having clinical, institutional and educational experience now available. Will go anywhere. 8687 Survey.

TRAINED AND EXPERIENCED (20 years) **INSTITUTION MANAGERS.** Man and wife experts in organizing, modernizing and financing private institutions. Have doubled income and endowment, reorganized, rebuilt and standardized. Employed at present but seek challenging opportunity. Highest references furnished. Accept year by year contract or short time counseling service. 8683 Survey.

MARRIED VETERAN, 29, excellent background with MSS desires position with Family and/or Children's Agency preferably with opportunity to develop interest in research and public relations writing. Can go anywhere; car. 8699 Survey.

MINISTER-SOCIAL WORKER with twenty years executive experience in U. S. and abroad. Master's degree in education. Interested in proposition of organizational promotion. 8698 Survey.

M.S.W., male, Negro, married, 27. Psychiatric and group work experience. New York or North Jersey region preferred. 8703 Survey.

THE BOOKSHELF

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

PROFESSIONAL POSITIONS

Specializing in the non-profit field: Social Service, Community Organization and allied programs.

ZALAINE HULL

Donaldson & Hull Agency, Personnel Consultants
135 Broadway, New York 6
Be 3-7760

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. Pl. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

RATES

Classified Advertising

Display . . . . . 35c per line
Non-display . . . . . 8c per word
Minimum Charge . $1.50 per insertion
Discounts . . 10% on six insertions

CASH WITH ORDER

Survey Midmonthly
112 East 19 Street New York 3

(Continued from page 44)

group situations before. He feels apparently more like "being a part of things" through feeling *more wanted by specific others.*

Sometimes a more outgoing manner of behavior will be shown by the individual almost immediately. Among younger children this is often very sudden. The instance of Charles is such a case. He had been uncommunicative, apparently disinterested in his surroundings in the classroom. He was unchosen and had chosen as his first choice the most chosen boy in the class. As the new seating was announced, Charles found he had gotten his first choice for Michael. He smiled broadly, rushed to Michael, stretched out his hand to him saying, "I am happy to be by you Michael!" Michael rose to the occasion, saying "That's swell, I'll say!" and proceeding to help him with his things. In this instance, the two-way effect of sociometric placement was happening. The over-chosen boy perhaps hadn't known Charles cared so much for him. He only knew he had neither chosen nor rejected him. In the inter-personal security new to Charles given by Michael towards him, the attitudes of Charles towards school work could take on new motivation: very specific motivation, namely showing Michael he could do the work after all. A definite other individual whose opinion of him he valued was now a reality in his inter-personal world of the classroom. But more important, Charles' opinion of Charles was being revamped to a more constructive view.

Groupwork and sociometric technique should go hand in hand: they are both therapeutic measures enabling individuals when they group together to grow more fully toward a maturer individual and group life. While "group" and "individual" in this sense can only theoretically be separated from each other, group life cannot be better than the quality of inter-personal relationships individuals develop. Unless such structures as individuals do build in response to one another are appreciated, recognized, and allowed to grow further, broader and in a depth sense also, the individuals cannot feel motivated to gain the social development possible for them. These structures are the social soil in which any institutional or educational program has to be planted. They are the base for many societal expressions.

On the other hand, "outside" purposes of sociometric testing, such as researchers may have, should not be allowed to "force" choices from members of populations who have little or no motivation in giving them. In such instances, the choices can be for them paper choices only, hence affecting their research validity as well.

The professional groupworker may be said to have the especial role of sociometric mentor: that of protecting the members from being exposed to such misuse of choice, encouraging their genuinely felt and genuinely needed choices to find expression through augmenting their experience of their choice-potential in creating their own life situations. Often this becomes, for the groupworker, a matter of aiding the individual to regain confidence in his reception and use of choice, to *dare* to exercise choice, when this aspect of his growth has been neglected or blocked or undermined in other settings.

References in article are to: "Sociometry and Human Relations Practices," American Council on Education, scheduled for Spring 1948; H. H. Jennings, "Leadership and Isolation," Longmans; J. L. Moreno, "Who Shall Survive?" Beacon House; T. W. Newcomb, "Personality and Social Change," Dryden Press; Newcomb and Hartley (edrs.), "Readings in Social Psychology," Henry Holt.

$60,000,000 Question
(Continued from page 40)

session, Miss Lenroot, the United States Representative to ICEF, and Mrs. Oswald B. Lord, chairman of the U.S. Committee of ICEF, described the work and needs of that arm of the United Nations.

After a complete briefing the committee divided into four panels. A staff member of the Allocation Committee sat with each of the panels.

The participating agencies presented their requests in periods up to one hour, according to program complexity. Prior to hearing an agency's presentation, the panel studied the statement drawn up by the staff, which (it will be remembered) suggested important questions to ask of the agency. The general result was that the agencies were somewhat surprised, and in most instances pleased, with the understanding the panel members displayed.

In the last afternoon of the two-day session, the Allocation Committee met as a whole to hear the reports of the panels. Since the voluntary agencies and ICEF had requested over $91,000,000, while the board of directors had authorized only $50,000,000 for allocation, the panels had to make almost a 50 percent cut. They did not do this on a pro rata basis. One agency received 91 percent of its asking; another only 16 percent.

When the recommendations of the panels were totaled, they amounted to $34,473,000 for the voluntary agencies. This, the panels felt, was virtually an irreducible minimum, if the agencies were to do effective work. This would have left only $15,727,000 for the ICEF, a sum which all recognized would be entirely inadequate. After much discussion, it was decided to recommend $21,000,000 for the ICEF, to cut back the voluntary agencies to $34,000,000, and to recommend that the board of directors reduce the contingency fund from $8,800,000 to $3,800,000. An interim committee, consisting of the chairman of the Allocation Committee and one representative from each panel, was appointed to make the necessary cut of $473,000 in the authorizations for the voluntary agencies, and to adjust any discrepancies.

It was believed necessary to give preponderant support to children (not only through the allocation to ICEF, but also in authorizations for agencies' projects serving children) because this was primarily a campaign for children. It was also necessary that distribution of allocations by countries represent a balance between each country's need and contributor interest. The remaining work on this phase of the job was completed the next week.

No one realizes better than those concerned that there have been gaps in the procedure and that much remains to be done. AOA-UNAC does, however, occupy a unique position in its ability further to improve social work administration in foreign relief.

Problems ahead concern such matter as whether or not plans for centralized purchasing can be evolved; advice on material and foods which should be purchased; further intensive study of administrative budgets of agencies spending AOA-UNAC funds; exchange of information between the agencies and ICEF; and many other matters. Solution of these problems, together with a quarterly review of allocations, which may be changed as new conditions arise, are the principal tasks confronting the Allocation Committee for the rest of 1948.

Meanwhile, American Overseas Aid —United Nations Appeal for Children goes before the public, hoping that its unification of appeals, its single story of human need, will evoke a single response of human kindliness in behalf of a suffering generation which needs our help as no other generation ever needed help before.

Legislative Previews
(Continued from page 56)

available an increase of $6,324,591 in federal funds. Failing the increased appropriation, county and city governments will be compelled, according to the magazine, either to reduce grants or to appropriate additional local funds for which no state or federal reimbursement will be available.

Children

The Missouri Association for Social Welfare has reendorsed the twenty-six bills recommended last year by the Missouri Children's Code Commission in its report to the governor and the 1947 state legislature. The commission was created by the legislature in 1945 to make a study of child welfare in the state.

The association has selected for special emphasis in the current session bills dealing with the licensing of child welfare agencies and foster homes, school attendance, juvenile courts, state training schools, and adoptions. The adoption bill aroused considerable controversy in the last session. The association reports, however, that agreement has been reached among the friends of this legislation regarding the principles to be embodied in an amended bill.

In New York, hopes are high for passage of legislation designed to throw a measure of protection around all children placed for permanent care in foster homes. The measure, which has been written by counsel of the State Department of Social Welfare, will be introduced into the legislature by the special legislative committee on social welfare and relief (Ostertag committee) of the joint legislative committee on interstate cooperation.

The result of a painstaking fifteen-months survey by the special committee, the proposed legislation provides that anyone receiving an unrelated child under seven years of age for permanent care must register with the state department within thirty days. "Failure to register would be considered presumptive evidence of improper guardianship, and a welfare commissioner or authorized agency could, in their discretion, petition the children's court for removal of the child if investigation showed the home to be unsatisfactory." According to the proposed measure, only authorized agencies might act as intermediaries in the placement of a child. Giving or receiving of a fee for placement of a child would be outlawed unless it constituted a reimbursement for the legitimate expense of an agency. Violators of this provision would be liable to a fine of $500 or one year's imprisonment. The bill would also require all unincorporated maternity homes and hospitals to be certified annually by the state department as a requisite to licensing by the State Department of Health, and mandatory issuance of a new birth certificate to a minor child who has been adopted. The term "place out" is redefined in the draft of the bill to clarify its application to children placed for adoption, and the State Board of Social Welfare is given permission to fix the rules for certification of foster homes which receive children for board.

The measure is part of a thoroughgoing revision of the state's public welfare system, on which the special committee has been engaged since 1945.

VOL. LXXXIV NO. 3 THE SURVEY MIDMONTHLY MARCH 1948

The Survey Award

At a general session of the National Conference of Social Work, THE SURVEY will present its first annual award "For Imaginative and Constructive Contribution to Social Work." As the jury will not meet until the second week in April, nominations will be accepted through the first Wednesday in April (7th). The original concept of social work as embracing all the *human services* will be used, and nobody is ineligible except directors and staff of Survey Associates.

By tradition, sustained or distinguished careers in social work have been recognized by election to office in the national or state conferences or professional societies and by conferring of honorary degrees from universities.

It is the intent of THE SURVEY to recognize an outstanding, particular achievement in technique or operation within the wide range of health and welfare activities including legislation, interpretation, planning or organization.

The jury for 1948 consists of: Chairman, Eduard C. Lindeman, social philosopher and professor, New York School of Social Work; Joseph Anderson, director, American Association of Social Workers; Robert E. Bondy, director, National Social Welfare Assembly; Sallie E. Bright, executive director, National Publicity Council for Health and Welfare Services; Bailey B. Burritt, executive director, National Health Council; Charlotte E. Owen, executive, American Council of Volunteer Agencies for Foreign Service; Paul Reed, executive director, National Information Bureau; Howard L. Russell, director, American Public Welfare Association.

This is a difficult assignment. It is not possible to learn of all the contributions from which selection should be made, nor without the vantage sight of time to say assuredly which achievement will most advance human welfare. In its larger sense the award will be to all those who, out of human sympathy and a creative mind, add to "that which was."

The more people that cooperate in making nominations, the more appropriate will be the final selection by the award jury. Nominations should be sent to: The Survey Award, 112 East 19 Street, New York 3, N. Y.

There should be a brief statement of about 250 words, describing the accomplishment of the nominee, together with any pertinent supplementary material, such as reports, clippings, or comments.

Dr. Thomas Parran

Rarely has a speaker been more on the spot than was Oscar R. Ewing at the annual meeting of the National Health Council on February 17. A few seats to the left sat Dr. Thomas Parran, outgoing U.S. Surgeon General. Throughout the dining room were seated a large share of the notables in the public health field, most of whom were critical of Dr. Parran's replacement. During the luncheon, conversation dealt largely with this subject. Possible differences about national health insurance were considered. A frequent conjecture was that resistance to unifying the FSA may have developed, the administrator feeling that a "holding company" for largely independent services should not qualify as a new federal department. If Mr. Ewing satisfied no one's curiosity on this score, he did impress a critical audience with the breadth and soundness of the foundation that he laid for a ten-year health program.

Social workers are anxiously awaiting information about Dr. Parran's future plans. Opportunities for lucrative private employment will not be lacking. The World Health Organization is a natural possibility. Probably no greater service could be rendered than to become director of the National Health Council. Bailey Burritt, at considerable personal sacrifice, assumed the directorship for one year only. Dr. Parran would bring to this organization the energy, authority, and prestige that will be required to galvanize large support throughout the communities of America and to develop balance and reason in the programs and support of national health organizations.

Thomas Parran

SO THEY SAY

OBJECTION

Indignation reached the boiling point today at Wright Park as residents read reviews of an article labeling their community "Pig City." The article, written by Mrs. Frank W. Mattinson, Waterville, for the December issue of THE SURVEY, journal of social work, describes the regeneration of a "stepchild" community. . . .

While Rome and Wright Park are not mentioned by name, the article, entitled "From Doubtful Soil," makes it clear that it concerns the local federal housing project. . . . The project manager said this morning that he had received numerous telephone calls . . . and delegations of residents had visited his office voicing protest against the article. [The project manager] took vigorous issue with statements in the article which asserted that "the city disowned the little community."

Mayor John C. Schantz commented that the city had given and would continue to give every possible cooperation and service. . . . "We consider those people as much a part of our city family as those in any other part of the city," the mayor said. . . . [One resident] said that while Wright Park is emergency housing and thus has certain disadvantages, she objects strenuously to the community's being tagged with such a name, which she declared is not at all deserved.—*From Rome (N.Y.) Sentinel, January 5, 1948.*

APPRECIATION

TO THE EDITOR: I want to express my appreciation and compliment you on the center spread in the December [1947] issue of THE SURVEY, which pointed to the needs of cerebral palsied children. It is indeed pleasing to note the great interest which is currently being shown in the plight of children so handicapped. Likewise, it is heartening to know that additional treatment centers are being opened and that more professional people are becoming interested in the problems of such children and the newer techniques which are being developed. Publicity such as yours is all to the good and is most helpful.

It will be no surprise, I am sure, when I say that you and your associates frequently are brought into the conversation with some of the folks at the Chicago Commons.

Chicago, Ill. GERARD M. UNGARO

NEIGHBORS

TO THE EDITOR: Those of us in Canada who also have spent a good portion of our professional lives in the U.S.A. rely heavily upon THE SURVEY for current orientation. Things are happening up this way at a terrific clip, and significant things too, but it is good to keep one's eyes alerted to the American scene. Increasingly the Canadian social worker and the American social worker are bound to discover a deepening interpendence.

CHARLES E. HENDRY
School of Social Work
University of Toronto

SUGGESTION

TO THE EDITOR: I like your front page line, "Social Work—Health—Recreation." It has always been my contention that "social work" or "welfare" were terms that can describe the broad welfare field, but if the word "health" is used then "recreation" and other words describing various phases of the welfare field should be used.

Superintendent of Recreation, Akron, Ohio A. E. GENTER

THE PEOPLE MATTER

TO THE EDITOR: Congratulations on the changes in the magazine. On first glance, I was pleased with it and on reading further I think you have caught up many of the suggestions offered by the Advisory Committee and improved on them. It gave me the feeling that people mattered, which is the right emphasis.

I hope your job description brings about the "appropriate income" and that readers and well-wishers over the country will respond to your appeal not only for comment but also for active participation and support.

LILLIE M. PECK
Secretary, National Federation of Settlements, and member, SURVEY *Editorial Advisory Committee*

HELPFUL

I found the article by Heckman and Stone . . . an extremely interesting and valuable attempt at evaluating treatment results. ALFRED J. KAHN
The New York School of Social Work

CONTENTS

Editorial 65
So They Say 66
Hometown Goes to Washington MARION ROBINSON 67
Make Way for Youth..... 69
Volunteer Service 73
Red Feather Surveys the Citizen BARBARA ABEL 75
Gratitude..COSETTE G. MULDER 77
Epitomes 78
Mr. Chairman 80
Washington Byways 83
Edward T. Devine ..... CLARE M. TOUSLEY 84
The Country Over 85
About People 88

Copyright, 1948, Survey Associates, Inc.
All rights reserved.

THE SURVEY
Midmonthly

Paul Kellogg, *Editor.*
Thomas Devine, *Executive Editor.*
Marion Robinson, *Associate.*

Associate editors: Beulah Amidon, Ann Reed Breuner, Kathryn Close, Cora Emme, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Business manager, Walter F. Grueninger; *Circulation manager,* Rosamond Lee; *Advertising manager,* Edwin F. O'Halloran; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.

A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors

Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretary,* Ann Reed Breuner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B. Scandrett, Jr., Lowell Shumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Joint subscription, both magazines—Year $6; Canadian and foreign, $7.

Hometown's citizens "conspire for progress" with health and welfare workers in workshop session

Hometown Goes to Washington

MARION ROBINSON

Say it's midwinter in Hometown, U.S.A. Skeletons of Christmas trees wither in snowy backyards. Downtown the stores advertise "mammoth" sales to offset the after-Christmas slump. The kids all seem to have urgent business with sleds and ice-skates, though midyear exams are beginning to close in. Evenings, Mother and Dad pore over the seed catalogues and the income tax blanks, pausing now and then to exchange Hometown's news of the day. And down at the hash house, the drugstore soda fountain, the court house—wherever folks meet—slow conversations start up about Hometown and its people.

Too bad about the Beards' youngster. Bad things, these juke joints. . . . Julia, have you been out to the hospital lately? So crowded. Those poor nurses are run ragged. . . . Joe Bassett and his gang sure made the papers today. Bothers me to see these young vets, no place to live. Hope they get somewhere with the council. Don't look good, though. . . . Tom says they shouldn't be on relief anyway. They could get jobs if they wanted to. Still and all, take someone like old Mrs. Tuttle. . . . I don't know. Teachers all upset, talking about going on strike, mind you. Seems like everything's going to pot. . . . Yeah, town's got a lot of problems. Ought to get together.

Then they do *get together. Nobody can remember later who got up the idea, but it doesn't matter. Sitting in the big class room at Browning High, you see them come in—Mr. Bowman, the school principal; Miss Dawson, the child welfare worker; Sam Hunt, post commander of the American Legion; Doc Blair; Mrs. Austin, president of the Woman's Club; Lou Smith, the visiting nurse; Ned Jones from the Community Chest; Bob Kent from the real estate office; Joe Bassett; Judge Whitson—the whole town seems to be represented. Someone takes the chair and the discussion starts off. The whole thing boils down to just two questions: What's the situation? What can we do about it? The problems are laid out on the table: What about the overcrowded hospital, the juke joints all the kids are running to, why are the teachers so upset, what's the truth about folks on relief not getting enough to eat? Discussion rises and falls and so do the priorities. So much seems to be needed, and where is the money coming from? But somehow, nobody feels hopeless. For, deeper than the concern over the problems is the conviction that here in this group, with everyone putting his mind to it, some answers can be found. And what can be done now will lead to better things later.*

Cut a nation-size pattern on the lines of Hometown's way of sizing up its situation and planning what to do about it and you have a blueprint for the National Conference on Social Welfare Needs and Workshop of Citizens' Groups held in Washington, January 26, 27, and 28—sponsored jointly by the National Social Welfare Assembly and the National Advisory Committee on Citizen Participation of the Community Chests and Councils, Inc., and the Assembly.

Visualize a town meeting of a dozen or more Mr. Bowmans, drawn from the faculties of all kinds of educational institutions; fifteen or twenty Doc Blairs and Lou Smiths from health departments, nursing organizations, and voluntary health agencies; fifty or so Miss Dawsons representing the myriad of national social welfare agencies; and a good sized group of Sam Hunts, Mrs. Austins, and Joe Bassetts representing thirty membership organizations like Altrusa, American Legion and its auxiliary, B'nai B'rith, National Association of Colored Women, Eagles, Lions, Soroptomist, and many others.

In spacious rooms atop a Washington hotel, see them set to work on an agenda whose items represent the composite problems of thousands of Hometowns over the country. And be assured that they, like Hometown's folks, looked at a picture of unmet needs which was at times almost shocking, yet felt determination, not despair.

In order to provide conferees with

a comprehensive answer to Question Number 1, "What's the situation?" commissions on the seven areas under discussion—health, education, social security, recreation, housing, special needs of children and youth, and citizen participation—had been at work for weeks before the meetings convened. At the invitation of the Assembly, the commissions, made up of people who, day by day, work closely to these problems, had put in shape their written estimates of the pressing needs, both from an immediate and long range point of view. The first half-day of the conference was given to a series of open hearings on each of the commission reports. And though the documents had been produced by "the experts," both social workers and plain citizens seized the opportunity to challenge, discuss, revise, and recommend.

The following day, after the revised reports had been presented to and accepted by the conference, all delegates—lay people and professionals representing social welfare agencies, members of the commissions, and representatives of the civic groups—went into the workshop sessions to get down to Question Number 2, "What can we do about it—and how?"

Human Resources

"We are making matter come to life in this Year Six of the atomic age," Leonard Mayo, vice-president of Western Reserve University told conference delegates at the final luncheon meeting, "but while we are making inert matter come to life, we must not put human beings to death." His words expressed a spirit of determination which permeated many of these conference meetings, determination that society should at last begin to catch up with science, and that we must and can begin to chalk up the assets of our human resources against the liabilities of our human situation.

Midway in the conference, Oscar Ewing, Federal Security Administrator, had told the conferees that in the crusade for a "charter of human resources," one marching order was to "strengthen, broaden, and liberalize our social security system." The blueprints for such action were brought to the conference by the commission on social security and welfare, under the chairmanship of John J. Corson, circulation director of *The Washington Post*. Based on the principle that "freedom from want in the modern social order is indivisible," it recommended that this country should work toward a comprehensive social security program, extended to include *all* workers, protecting them against "all the major economic hazards" in amounts adequate to insure a satisfactory standard of living.

Evidence that economic insecurity was eating away at the human resources in this country, and indeed the whole world, appeared again and again. The commission on health pointed the direct relationship between inadequate income and illness. The commission on special services to children and youth reported that the development of many children was being threatened by insufficient income, loss of earning capacity without compensating insurance benefits, and inadequate public assistance. And in an evening session given to the subject of social welfare needs in the world today, Donald S. Howard, director of Russell Sage Foundation's department of social work administration, adding to the already substantial testimony about the unbelievable human misery in other countries, said that, in spite of the complexities of the world relief program, "our bedrock should be the belief that this world ought to be free from want."

Our attitudes toward dependency, of both individuals and nations, was recognized as a psychological barrier to the realization of this basic principle. "Social workers know," said Mr. Howard, "that it hurts to be helped," yet our help is not always given ungrudgingly, though we ourselves think it is. "We think of ourselves as a kind of Santa Claus," he added, "but remember that Santa Claus comes unobtrusively and leaves anonymously. European countries are full of constant reminders that they are indebted to us. . . . How'd you like to live with Santa Claus?"

Another aspect of this psychological barrier was brought out in the workshop session on social security, chaired by Mrs. Raymond T. Rich consultant to the CCC's citizen participation department. The principle of social security cannot be said to be generally accepted because, as a hang-over from an agricultural civilization, many U.S. citizens still believe that "a man can work if he will." This, though the figures show that, even in a time of prosperity and full employment, one out of twelve persons in the country

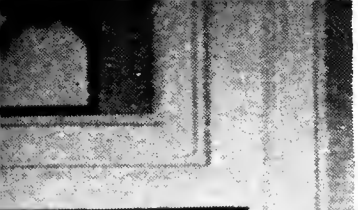
True Social Security

Freedom from want in the modern social order is indivisible. No man is secure while his neighbor remains insecure. Nor can any man be made secure by providing protection against some, but not all, the risks of modern life or providing for some, but not all of his basic needs. We therefore affirm that social security must be achieved through a program which is universal . . . against the risks to which the complex economic society of today subjects him and his family. This protection must be rooted in laws, financial provisions, and a form of administration which assures him the state of mind which is true social security: confidence in the future and respect for his dignity as a member of a functioning democracy.—*From the report of the Commission on Social Security and Welfare.*

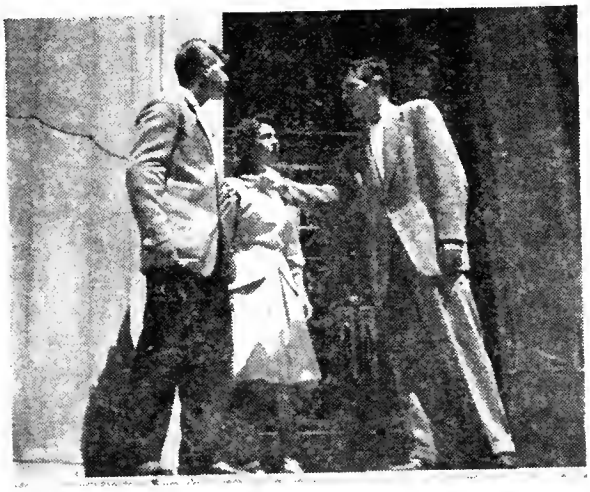
Assembly Election Returns

Fred W. Ramsey of Cleveland and Washington, was reelected president of the National Social Welfare Assembly at the annual meeting on January 26, the first day of the conference. Mrs. Leonard H. Bernheim of New York City and Dr. Kendall Emerson of Norwalk, Conn., were elected vice-presidents, and Mrs. Samuel C. Harvey, New Haven, Conn., and G. Howland Shaw, Washington, D. C., were reelected vice-presidents. Helen W. Leovy, Pittsburgh, was reelected secretary and G. Warfield Hobbs, 3rd, Westport, Conn., was reelected treasurer. New members elected to executive committee: Mrs. Carroll J. Dickson, Brooklyn; Mrs. Dudly H. Mills, New York City; Laurence M. Williams, New Orleans; and Moses Winkelstein, Syracuse, New York.

Frank L. Weil of New York, continues as chairman of the executive committee.



(Left)
First president of newly-organized Youth Council reads friendly message from Ed Crandall whose son's accidental death during gang fight roused town to action

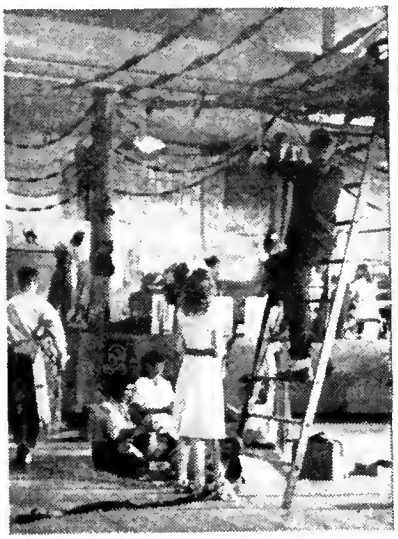


City council has turned down their request to make old warehouse into recreation center. Youth Council delegates are "spanked but not licked"

Make Way for Youth

A warm folksy story telling how "invisible fences between neighborhoods, races and religions" took a tumble in one town when young fry formed a Youth Council. Produced for the youth division of National Social Welfare Assembly by Robert Disraeli through Transfilm, Inc.; directed by Marvin Rothenberg; available from Association Films, 347 Madison Ave., New York 17

Kids work to clean up hard-won "place of their own," gained by door-to-door canvass of townsfolk for support of project



During preparation for gala opening, town suffers from sudden mysterious step-ladder shortage

(Left)
Council activities quickly spread into community projects like cleanup week—

(Right)
—and planting needed trees at town's edge "where roots go deep into soil we love"

must be assisted in order to live. Historically, one member of the group pointed out, the attitude carries over from the poor laws of Elizabethan times, when it was thought to be a man's own fault if he could not get along independently and thus assistance should be given punitively and on as niggardly a basis as possible. But whatever the historic basis, as another conferee put it, "it's high time we jarred ourselves out of" this outdated concept.

That citizens had real reason to be concerned over the amount of money now going into the assistance program was the testimony of Jane Hoey, director of the bureau of public assistance, Social Security Administration. In her opinion, the answer lies in social insurance. "We must decide between the principles of insurance and assistance," she said, "and I believe that though we shall need assistance for some time to come, we should start now to plan extension of insurance."

On the whole, it was the opinion of this workshop group that if citizens were better informed about the existing social security program, action in its behalf would follow more easily. They were sure that many people paid into the funds without being sure what they were entitled to. This was confirmed by Miss Hoey who said that 1,000,000 persons had failed to apply for benefits which were due them.

When it came to the question of action on legislation, volunteers and professionals, knowledgeable in the public welfare field, reminded the group that federal agencies cannot promote legislation and it is up to unofficial agencies to make facts available to the public through community councils, local discussion groups, house organs, union education committees. Skeptical citizens were assured, too, that at the time important bills are presented, petitions and letters to congressmen and the Ways and Means Committee from individual citizens and groups really got consideration.

Educating Our Young Folks

The commission on education, chaired by Dean Harold Benjamin of the University of Maryland, came out with seven specific recommendations aimed toward providing our children with the kind of education they have a right to expect. More and better prepared teachers; a smaller number of pupils per teacher; higher salaries and larger annual increments; better buildings and equipment; a revision of curricula, with emphasis on the individual and the way he grows and his preparation for living; a closer relation between the schools and the community —these were the specifics of the proposed program. To make all these possible, the seventh recommendation was for increased federal aid and other financial support.

The Modern Teacher

There was a time when the work of the teacher was relatively simple compared with modern demands. The modern teacher, in either elementary or secondary school, is expected to teach the basic subject matter better than ever before. . . . He has a large share in the guidance program . . . participates in administrative responsibilities. . . . He must have a considerable mastery of tests and measurements . . . be adept in human relationships, and . . . be a student of individual development and growth. He must be thoroughly aware of how children and adolescents grow, how they react to their fellows and to adults. . . . To say that the job has been overdeveloped is both unfair and inaccurate. Every one of these services is important. Parents who want their children to have the best possible education will be wise if they insist that every teacher has developed in considerable measure the knowledge, skills and competencies listed here.— ***From the report of the Commission on Education.***

"Lay people have the idea," said one educator during the commission hearings, "that teachers with their five-day week, 3:30 'quitting time,' and nine- or ten-months contracts, have a 'snap.' How can we get across to them the need for our being free to give much more individual attention to pupils?" One felt that this indeed was a key spot, for many citizens have not realized that teachers, like social workers, have been exposed to knowledge about what constitutes real growth in the child, and thus the old regimented way of doing things must be closed to them, though an outdated school system and misunderstanding parents make the way hard.

It was gratifying then that the workshop group on education set a priority on the sixth of the commission's recommendations: a closer relationship between school and community. Second priority went to the need for increased support, since this practical group saw it as a prerequisite to almost all of the other recommendations. As to initiative for starting "reform" measures, the workshop chairman, Mrs. C. H. L. Pennock, secretary, Conference on Family Life, put it this way: whose responsibility is it to see the change occurs — the citizen's or the educator's? The majority of the group voted for responsibility of the citizen. As one educator said, "If you say we are responsible, you are asking us to be two things—a source of inspiration and a servant of the community." All in all, the general concensus seemed to be, bolstered by case experience of group members, that progress in the schools really comes about when parents get busy and "push the school people to make changes."

A House to Live In

Two million families are seeking their own homes which they cannot find at a price they can pay. Three million families are living doubled up. Right now, 2,750,000 dwellings are needed. Starting off with facts and figures like these, the Commission of Housing, chaired by Monsignor John O'Grady, secretary of the National Conference of Catholic Charities, went on to state firmly that Congress "has dealt with this problem piecemeal," which they illustrated by pointing to last year's appropriation for $445,000,000, to provide emergency housing for veterans. These, the report said, turned out to be temporary shacks which are even now creating new slums. Moreover, as "the cost of living has gone up 64 percent" (according to the Bureau of Labor Statistics), the "low income" family group, which previously included those of $1,000 a year and under, must now include those whose yearly income is in the $2,000-$2,400 range. The main way out is to hammer away at adequate low rent housing under public subsidy, they felt. And there was concurrence in this matter from the workshop group which met to tackle the "what to do" questions in this area.

In a practical discussion in this group, led by Virginia Howlett, director of the Philadelphia Travelers Aid,

it was agreed that the battle of housing would have to be fought community by community. Thus it was that the talk turned to plans for organizing locally, and the concensus seemed to be that a real housing committee should be a broader planning group, and also an independent one.

The make-up of the committee was the next logical point, and here the question came up: "Should only the like-minded be invited to join the group or should one get the opposition in right away?" One citizen who had worked hard in a community housing group testified that the invitational list works better—at least at first. Citing the instance in her town, when the local real estate board crowded a meeting and took it over, she said, "To get true democracy, you have to allow liberal minorities a climate to grow in before they get exposed to strong and vocal opposition."

That even the opposition sometimes gets on the bandwagon of a good cause, was the testimony of another community worker who said that his town's housing committee, which had just issued a strong statement about all the housing needs of the community, included the president of a big national industry and the president of the local real estate board.

Health of the Nation

Under the chairmanship of Dr. Kendall Emerson, former managing director of the National Tuberculosis Association, the commission on health returned a report which made it clear that though life expectancy in this country has increased from 35 years in 1789 to 64 years in 1940, the health experts feel sure that there is yet a long way to go. Acknowledging the fine work that had been done in reducing the threat of the great "killers" of twenty and thirty years ago, this commission had agreed that the next great battle is with chronic illness, now the source of wasted manpower and a force for social dislocation.

The commission's recommendation included increasing hospital beds, health and medical personnel, and resources for medical research into "the cause, prevention, and cure or control of disease." Special attention was called to the plans worked out by the American Public Health Association—for systematic reorganization of local public health units—to insure adequate public health coverage of every county in the country. The report also stated the need for extended prepayment plans for hospital care, and better coordination of the voluntary and official health and welfare programs.

Audrey W. Davis, Quota Club magazine editor, chats with Mr. Mayo

Priority was given to the local health unit plan by the workshop on health, led by Franklin Hockreiter, secretary of the division of medical care agencies, Baltimore Council of Social Agencies, since it is "basic to the solution of many other public health problems." Increased appropriations for health programs were mandatory, they felt, not only in federal but state and local budget planning.

The recommendation for better coordination of health services hit a responsive chord with this group. After all, the tenor of the remarks ran, it is the individual citizen who has all the diseases for which services have been developed. Moreover, it is he who is the recipient of education material, he whose pocketbook opens in response to appeals and tax levies. They were not ready to say that joint financing efforts were possible, or even desirable, but they did feel that, for the sake of the persons being served, joint planning in health education and services should go on the "must" list. Nor did they feel that these and other recommendations were to be carried out alone by official groups, but that local citizens should "gang up" with citizen groups and health agencies in community councils or committees.

Our Younger Citizens

The report of the commission on special services to children and youth, prepared under the chairmanship of Dr. George S. Stevenson, medical director of the National Committee for Mental Hygiene, was written with not only the children and youth of continental United States in mind, but also those in territories and areas for which we are nationally responsible. This geographical inclusiveness was supplemented by the workshop group on this subject with yet another kind of inclusiveness. As one conferee put it, "Our planning groups tend too much to establish need on the basis of economic status. *All* children need the advantages we are talking about here."

Certainly it would be hard to find either geographical location or economic group where the basic principle of the commission's report did not meet with at least verbal approval. "The primary needs of children," it said, "are met by family life in a home built on emotional and economic security and spiritual strength." From their study of the current situation they felt the chief threats to this kind of home and family life were coming from economic factors such as inadequate income and insufficient public assistance, and from such social and health factors as loss of parents, bad housing, emotional disturbance and illness.

Stressing the urgency for a variety of services needed to help children who are growing up in something less than ideal circumstances, the commission called on public and private agencies to increase casework services and provide more adequate health and educational services in many rural and urban areas. In the hearing on this report and later in the workshop discussion, led by Mary Elizabeth Judy, secretary of the council of social agencies in Jacksonville, Florida, the shortage of trained personnel emerged as a

problem of most serious proportions.

Many facets of this problem came out in the discussion and there was agreement that citizens must stand ready to help, since an important part of the future for our children depended on those services which are designed to strengthen family life.

Youth made its own appearance at the conference, represented by Donald F. Sullivan, Georgetown University student and member of the U.S. National Commission on UNESCO, and Theodore L. Trost, Jr., Rochester, New York, high school senior and member of the National Commission on Children and Youth. Speaking on the same program with Mr. Howard, Mr. Sullivan made a plea for the youth of war-torn countries, who, he felt, need more than our financial help. "This should be coordinated with educational rehabilitation," he said, "or a vacuum created by the maladjustments of war will be left."

Mr. Trost told the conference that young people were disturbed at being prevented from serving the great needs of the times. Protesting youth's being "shelved to grow up," he said, "we want to learn from work and experience that America belongs to us and we to it." Youth councils, similar to the one described in the moving picture, "Make Way for Youth" (see page 69), made under the auspices of the Assembly's youth division, were emphasized as sound devices for helping a community's youth group explore its potentialities.

What of Leisure Time?

The machine age, which has increased the amount of our leisure time and produced in us a "hunger for life free from monotony," has dramatized the fact that recreation is basic to the living process, reported the commission on recreation. This group, chaired by Dr. Ben Miller of the American Association of Health, Physical Education and Recreation, wrote a blueprint on the scope and content of the community recreation program.

Such a program, they said, should include a wide variety of activities and should be planned for the satisfaction of the whole community family—children, adolescents, youth, adults, aged, both sexes, and all cultural and racial groups. Their analysis included description of facilities appropriate for self-directed activities, as well as those that require leadership, and stated that administration of such programs is now being carried out by government agencies, semi-public auspices, private organizations on a membership basis, and through commercial resources. At present, however, the commission found, on a national basis, great unmet needs in facilities and personnel; lack of community organization of the existing resources; many unserved groups and little public support.

Discussion in the workshop on recreation, chaired by Harry Serotkin, secretary of the group work division of the Pittsburgh Federation of Social Agencies, centered around practical moves that might be made for the sake of better coordination of community agencies having recreation programs. The point was brought out that a central planning body could be equally successful under either private or public auspices, but that "in no event should an operating program agency also be the coordinating agency."

This workshop group reflected a wish to become both better informed and more active in planning for community recreation. They requested that the Assembly set up a clearing house for resources available to local communities on various problems in the recreation and informal education field, with special reference to public resources. And they asked that community welfare councils give special attention to recruiting, training, and supervising of volunteers for local recreation programs, since they felt this was a place where citizens might make an effective contribution in actual program.

Our Next Health Battle

Chronic illness is our next challenge. Not counting mental disorders and tuberculosis, chronic illness handicaps more than one sixth of the population, affects nearly every family in the nation, causes an annual loss of about three billion man-years of productive activity, and is responsible for nearly a million deaths a year—a staggering loss to our economy. . . . Much of the illness and many of the premature deaths could have been prevented by more adequate income, a more sanitary environment, health education, by early discovery of the conditions that jeopardize health, and by prompt provision and acceptance of adequate medical, dental, hospital, nursing, or other health services.—*From the report of the Commission on Health.*

Citizen Participation

"Citizen participation is essential to the proper direction, development, and extension of health and welfare services in every community in the land," Mr. Mayo told the conference. "The record clearly shows that without it, adequate progress in the development of social services has never been made in a single community. . . . Our faith in the democratic process increases as our effective participation increases."

That citizens are already sharing effectively in shaping and operating social welfare programs was the contention of the commission on citizen participation, chaired by Mrs. Victor Shaw of Fairmont, West Virginia. They vote, pay taxes, contribute funds, and sponsor developments in social welfare. As groups they carry projects to meet specific needs. As individuals they serve on boards and committees. They act as service volunteers. But most of all, "citizens think and talk, take positions for or against developments, and thus create public opinion."

But, as the reports of the other six commissions had shown, needs are well nigh overwhelming in many areas. Therefore, the commission felt, the time has come for much more vigorous leadership by national agencies "to enlarge citizen participation to the point where quantity is adequate to do the job and in quality it is widely representative and produces the needed community leadership."

The commission's objectives: citizens who know and understand the general social welfare needs of the country, who are informed voters and who donate funds on the basis of knowledge of need; inclusive representation on boards and committees of all races, creeds, colors, and social and economic groups; groups who take responsibility for studying community needs, and who will help pull together all elements of the community to execute an adequate social welfare program.

To accomplish these objectives, the commission felt, the national social welfare agencies should present their stories more effectively, so that people in general would be better informed about the welfare needs; make available a more usable legislative consultative service for citizens and maintain

Conference registration was handled by citizen volunteers recruited by the Volunteer Office of Washington, D. C.

He had enjoyed a long and honorable career as a professional musician. Now retired, he found time hanging on formerly busy hands. So this elderly artist came into the Volunteer Bureau of Greater Hartford, Connecticut, and offered to give violin lessons free to the children in a settlement house.

Sixty-one different agencies have called on this bureau for volunteer help, reports its director. Health services use the largest number of volunteers, but there are still lots of needs to fit lots of skills.

Training courses for volunteers are put on by many volunteer bureaus as part of their program. In Pittsburgh recently, 200 community leaders turned out for that bureau's Board Member Institute, where they discussed "up-to-date boards," public relations, and board-staff relationships.

The Polish Women's Club of the Boston International Institute found language no barrier to doing community service work as a group. A faithful group on call by the Boston Volunteer Bureau, they are shown here busily assembling solicitors' kits for the last Greater Boston Red Feather campaign.

A VOLUNTEER SERVICE BUREAU IS

. . . a good way to get citizens and volunteer jobs together! Volunteers may be housewives, white collar workers, veterans, students, professionals, people of all faiths and races, retired folk, busy folk—anyone who has much or little time to give. Being in touch with all public and private agencies, the bureau knows the volunteer needs. There are now more calls in most cities than can be filled, says th Advisory Committee on Citizen Participation.

The volunteer bureau is an integral part of the community welfare set-up. Supported by Community Chests or, for demonstration purposes, by the Junior Leagues or other groups, they are run, in some cities, by their own professional staff; in others, by a council staff member or an inter-agency committee.

◆ ◆ ◆

(Below) Cleveland high school youngsters give four hours service as junior volunteer hospital aides every week, through the Central Volunteer Bureau, a Chest supported venture.

In Peoria, a doctor's wife who works in a well-baby clinic once a week, wrote the Volunteer Bureau, "Now I feel like a small but worthwhile cog in the big wheel of public health."

Sometimes the problem is not so much finding volunteers as getting professional social workers to recognize their possibilities. One bureau director finally gave social agency people a showing of "Gates of Paradise," a playlet by Barbara Abel. "Never saw social workers laugh so hard," she wrote," . . . most of the volunteers in the skit were immediately offered volunteer positions."

For the agency, chest, or council interested in setting up a volunteer bureau, a new pamphlet is available from CCC, Inc., 155 East 44 Street, New York 17, at $5 a hundred.

When the San Francisco Volunteer Service Bureau sent out an urgent appeal for group leaders for boys' clubs, the U.S. Marine Corps, Department of the Pacific, responded promptly. Below, Marine S/Sgt. Bernard N. Morris (standing) and S/Sgt. Chester S. Rogers, Jr., (seated at left) coach basketball at a San Francisco orphanage.

closer relations with national citizens groups; aid local agencies in working effectively with board and committee members, assist them in working with citizen groups and give leadership in discovering a place for volunteers in programs.

The national citizen groups, the report said, "may hold the key to effective citizen participation in social welfare." These groups—religious, civic, social, fraternal, labor, patriotic—are looked to for leadership, which they can give by presenting the story of social welfare need in house organs and other media, and by giving information and service to their local units. The development of citizen advisory committees for tax supported programs, improvement of the service by board and committee members, and community work with social welfare agencies and community councils, were among the specific areas in which the commission felt the national citizens groups could through their local units make the most profitable contribution.

Finally, the report called upon the national agencies concerned with local community organization to help state and local communities "to develop the necessary facilities for coordination of the expert knowledge of public and private social welfare agencies and the powerful forces of citizens groups to the end of developing a more balanced and adequate program of social welfare."

The "How" of Participation

As the commission on citizen participation had pointed out, citizens are now working in a number of different ways to make an effective contribution to the social welfare program. One series of workshops was devoted to an examination of these ways of serving. Informal discussion was the order of the day and social workers and "just plain citizens" found themselves exchanging ideas and swapping stories of civic ventures.

In a discussion led by Frances Goodall, director of the St. Louis Volunteer Bureau, over one hundred volunteer services now being given by individuals in the fields of education, health, housing, recreation, public welfare, and family and child welfare, were listed by members of the group. Here the volunteer bureau (see page 73) was heartily endorsed as "an appropriate channel from citizen to service." However, since bureaus are now operating in only about 90 cities, there was considerable discussion of other coordinating devices to bring volunteers and jobs together. Of these, the committee of representatives of women's civic groups, now being used in many communities, was reported to be most successful.

A note of cheer on one point which has troubled the social welfare world since V-J Day was introduced by a conferee who said she believed volunteers were rested from the war and ready to go back to a job. "You have to remember," she explained, "that lots of us had to clean our attics for the first time since 1941."

The importance of consulting a central planning group, such as council of social agencies or community council, to get the community picture of unmet needs, was brought out in a discussion on services which can be given by groups or organizations. Mrs. Donald Pierpont, former education consultant for the Association of Junior Leagues of America, served as discussion leader. The value of a group project as a demonstration to the community was suggested, especially if the goal is to get the project eventually incorporated into the community's services. In the experience of this group, it had been found that if a project is administered by a committee which is representative of other citizen groups and also the group being benefited, it is more successful. It was recommended that the national standard setting organizations be consulted in the planning of a community project. Some psychological deterrents to good group service, mentioned during the discussion, were the "star performer complex," enthusiasm to "get there first" regardless of what's best for the community, and "mothering" last year's project after it has been taken over by the community.

In there pitching: Stella Scurlock, Federation of Women's Clubs

Revolving about a case illustration of organizing a community to establish a hospital, the discussion of another group, led by Anna Lord Straus, president of the National League of Women Voters, concerned itself with information and education of membership. The point was made here that representatives of the community's membership groups must be a part of early planning, to insure serving the best interests of the whole community and maintaining the continued support of the groups for the project. After concrete plans are made, these groups can serve as a base on which to work out a wide program of education so that both the need and the plan can be made known to the community.

A lively discussion on social action, led by Esther Peterson, national legislative representative of the Amalgamated Clothing Workers, CIO, started with agreement that the best social action results from "informed and active citizenry which is rooted in knowledge and understanding of a subject." Undoubtedly, the best base for action, they said, was in the local community, and the best way to get an understanding of a problem was to work at it. Though this group would like to see every Hometown establish a citizens council which really represents the entire community and all its forces, they felt that one person with a conviction was enough to get action going.

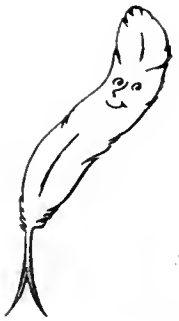
Does taking part in social action always mean sticking your neck out? On the contrary, it appeared, from the experiences of this group, that social action often involved a series of unspectacular, sometimes even dull, jobs. But "when we do find ourselves being afraid of controversy," offered Mrs. Peterson, "let's refer back to our original declaration of belief." For, as she pointed out, "what we believe is non-controversial—it is how we carry it out that may become so."

This group finally reached the sensible conclusion that most of us would fight for what was needed when we knew for sure what *was* needed. Almost as one voice, they made clear that lack of detailed information often prevents action. This resulted in a charge to the Assembly to take the lead in setting up a clearing house of national agencies to supply informa-

(Continued on page 90)

The Red Feather...

Surveys the Citizen



BARBARA ABEL

The Red Feather, tossed and buffeted by the hordes of citizens tramping in and out of the Hotel Washington's Sky Room, fluttered to a perch on THE SURVEY's book table.

"Community Chests and Councils, Inc., I believe," said THE SURVEY politely.

"That's right." The Red Feather smoothed his ruffled plumage, and leaned against a GRAPHIC poster.

"Mind if I associate with a Survey Associate for a minute?"

"Not at all," said THE SURVEY demurely. "It's always a pleasure to expose the Community Chest to social work. May I interest you in a subscription?"

"Now, now," smiled the Red Feather, "don't go professional on me. Aren't we all simple citizens together?"

"We are, indeed," agreed THE SURVEY, "and I must say it's very confusing. They *won't* wear their badges; one never knows whether one's talking to a National Agency Executive or to a Loyal Order of Moose."

"That's easy," grinned the R. F. "The NA executive is the one with the horns. Anyhow, I don't think there's much difference in delegates. They all scuttle for the back row of seats, lose their luncheon tickets, try to cash checks at the registration desk, and tiptoe out of meetings on squeaky shoes just as the third speaker is being introduced."

"Well, I think it's dangerous to mix up professional and citizens groups," said SURVEY. "What if some of these citizens go home thinking they're social workers?"

"Or worse yet," said the R. F., "what if some social workers go home thinking they're citizens?"

"Of course," said THE SURVEY, "I guess the idea of the whole shebang is to put all the responsibility on *everybody.*"

"That's right," said the R.F. "The NSWA is sort of giving Health and Welfare back to the people, I guess."

"And what if the people can't handle it?" asked SURVEY.

"Then," said the R.F. cheerfully, "I guess we'll have to dump it on the United Nations, along with everything else unsolvable."

"What do you think of this conference, really?" asked SURVEY earnestly. "I mean, of course it's all very fine and . . . er . . . inspirational . . . but . . ."

At this point a plump and panting citizen flung herself at the registration table—next to THE SURVEY.

"Is this where you register for Health and Welfare?" she wheezed.

The local volunteer, ready for service, smilingly produced the official cards.

"Well, thank goodness," breathed the citizen, "I've had an awful experience. I'm at the Willard, and it seems there's a Road Builders Convention going on there—5,000 people, they say, and how was I to know? There was a registration table, so I registered and went in to a meeting and it was all about highways. Some big highwayman was making a speech and I couldn't get a thing out of it on old people's homes, which is my special interest. So at last I came to and got out. Now let's see—where is this Sky Room? Oh, yes." She bustled happily away.

"There, you see, 5,000 people all hopped up about roads, and only about 300 about Health and Welfare," said SURVEY, wistfully. "That's the way life is."

"Well, the two gangs are not so far apart at that," pointed out the R.F. "As I get it, this conference and workshop is quite a little road-builder. We're hoping to build roads that the national agencies and local councils and the Moose and the Legion and the women's clubs can trudge along together toward some of these fine goals the seven commissions have outlined. Got to have some wide roads. Can't leave it to the Boy Scouts to hack out paths with their little hatchets. Got to have surveyors and blueprints and bulldozers and shovels and tractors and steam rollers and. . ."

"Pardon me," said SURVEY. "Are you by any chance launching a Community Chest campaign?"

"Darn it," sighed the R.F. "Nobody understands me. I'm simply saying that this conference and workshop is a colossal idea. Why, those seven commission reports could be a pattern for America's New Look."

"Do you think so?" THE SURVEY looked skeptical. "I can't imagine common ordinary citizens ever wading through seven reports of 2,500 words each. Of course," she added, "they are going to do 500-word summaries. But even so . . ."

"It's not enough," agreed the R.F. "I thought that, too, so I've taken the liberty of chopping 'em down a lot more." He produced a crumpled paper. "Would you like to hear my summaries?"

"I sure would," said SURVEY.

"Well then, first, a summary of all the summaries. Then a brief summary of each report:

Almost every magazine has at least one page which is a favorite, beloved of all readers. In *Community*, monthly publication of Community Chests and Councils, Inc., it is the "Red Feather" page, written by the editor, Barbara Abel, whose typewriter has produced a good many thousands of words of witty commentary on the vagaries of social work and its institutions. This month THE SURVEY *midmonthly* is delighted to play host to the gaminesque Red Feather, who comes a-visiting to bring his own comments on the conference.

The Seven Commissions make me wonder
Is Health and Welfare going under?
From homes to schools to recreation
Everything's lousy in the nation.

Education

Twixt what we have and we have not
Education's gone to pot.
Systems, buildings, teachers and kids—
Let's scrap 'em all, and get new bids.

Health

Health affairs are indeed chaotic.
We're ill, neglected and neurotic.
Each man should demand a P.H. unit,
But all too few of them are doin' it.

Housing

Housing is the nation's scandal.
Public or private? Who can handle?
Our life span's stretching, the docs declare,
Folks live longer—but why? and *where?*

Recreation

Recreation will give us balance
And bring to light our hidden talents;
Its needs are basic, urgent, lawful,
But we neglect it something awful!

Children and Youth

Children and youth are special cults,
Eventually they become adults.
Take human needs, the list rehearse
Youth has 'em all, and has 'em *worse.*

Social Security

Social Security strives to please,
And gives folks minimum guarantees.
It's fighting hard, but it just can't win
'Til all God's chillun get taken in.

Citizen Participation

All citizens participated
To cause the messes herewith stated,
So now each one who's not a pup
Will please pitch in and clean things up!

The Red Feather cocked a quizzical eye at SURVEY. "Well, what do you think of 'em?"

SURVEY gave the matter her critical consideration.

"You expect too much of citizen participation," she said finally. Maybe a good plain citizen will get hopped up by this conference and start mopping up messes, but as for these national agency people. . ."

"Hold it," interrupted the R.F., ' and pardon me if I exit 'til this blows over." He ducked behind the GRAPHIC poster, just as a stocky, black-browed young man pulled up to THE SURVEY table, waving a sheet of foolscap.

"Do you believe in the Marshall Plan?" he demanded, fixing SURVEY with accusing eyes.

"Why—why—er. . ." fumbled this eloquent spokesman for social work.

"You *must,*" cried the young man. "Weren't you at the meeting when Don Howard spoke on 'Welfare Needs of the World'?"

"Well—yes—but. . ."

"Then you *must* believe that America must share its vast resources of wealth and services if it is to achieve the peace and security it wants?"

"Say, are you a Gallup poll?" demanded SURVEY, testily.

The young man drew himself up with dignity. "Certainly not. I'm simply a citizen. And I'm participating. This is a petition to Congress."

"Oh, well then. . ."

The young man thrust a fountain pen at her. "Sign there—and hurry up—I've got to catch twenty more signers before the meeting starts."

"Well, of all things!" gasped SURVEY, as the citizen bounded away to buttonhole Dr. Kendall Emerson. "I bet he's a husband of the League of Women Voters!"

The R.F. rocked merrily on his quill. "League of Women Voters my eye! That's my boss, public relations director of CCC, Inc.!" He paused, struck by an awesome thought. "Good heavens, if participation can hit a Chest-Council man this way, think what could happen to a normal citizen!"

The R.F. and THE SURVEY exchanged a long, solemn glance.

"For my money," said SURVEY at last, "this conference has rung the bell!"

◆ ◆ ◆

The dogmas of the quiet past are inadequate to the stormy present. The occasion is piled high with difficulty and we must rise to the occasion. As our case is new, so we must think anew, and act anew. We must disenthrall ourselves and then we shall save our country.—*Abraham Lincoln.*

Gratitude

COSETTE G. MULDER

This sketch was written out of the author's experience as a relief worker during the Thirties. "It might be called 'Lest we Forget,'" she wrote THE SURVEY editors, "for, while the memories of the depression are painfully vivid to many of us, yet the world appears to be unmindful of the forces moving us in the direction of another such catastrophe."

It was late when Miss Henley got back to the office, but, tired as she was, habit propelled her to the row of rough wooden boxes lined up like dovecotes along the wall. From the one marked with her name she drew out a handful of papers and thumbed through them, pausing at a hastily scrawled slip, "Mrs. Graham would like to see you today. Very important."

What now, she thought, sighing heavily. Had Edith run away? Mrs. Graham carried out her threat to take the younger children and leave? Mr. Graham drunk up the relief check again?

She walked on down the hall to her office, jerked the light cord dangling from the ceiling, and sat down wearily at the kitchen table which served as a desk.

A lot of time and energy she had spent trying to help the Grahams work out their numerous problems. With two hundred cases (how she hated the word) it wasn't possible to spend too much time with one family. But the Grahams had interested her from the first. Why? Certainly not because of their charm . . . perhaps because of their many demands for her attention . . . perhaps because the very hopelessness of the mess in which she found them (the complexity of the problems they presented, in the fine terminology of social work) was a challenge to her skill. But tonight, footsore and weary from climbing endless flights of stairs in the Mission district, she had no heart for another session with the family.

Indeed, at this moment she had no heart for her job at all. She felt drained of all strength, all feeling. If you were conscientious, as she tried to be, you gave and gave of yourself, all high sounding theories about the "objective approach" to the contrary. The work simply took a lot out of you; and maybe it wasn't right to think about getting any thanks for it, but sometimes she couldn't help wondering.

She turned off the light and stood at the bay window, watching the wisps of gray fog swirling over the peaked rooftops. San Francisco was a wonderful, a zestful place . . . but how much pain and squalor there was if you just scratched the surface. . . . She thought of her warm little apartment and of the beef stew she had started cooking that morning . . . with a salad and some hot French bread! . . . The Grahams would just have to get along the best they could for the night. Pulling on her topcoat she walked out.

But once in her car she turned almost automatically and started up over the hill. Perhaps something *had* happened. . . . Perhaps the kids *wouldn't* have anything to eat. . . . $5.90 for food for a week and six in the family. . . . Budget 3D (there it was again . . . human misery packaged and labeled) . . . how little it was. She coasted to a halt in front of a shabby row of ancient buildings.

Her ring was answered almost at once by a sharp buzz and the door lurched mechanically ajar. Slowly she groped her way up the steep staircase which rose abruptly in front of her.

"'Lo Miss Henley," a young voice chimed from above.

"Hello, Catherine," she answered, thinking, that vile stench . . . everywhere the same . . . if proverty has a smell that must be it . . . dark staircarpets, moist and dirt packed.

On the bannister above a thin gangling girl swung, her faded cotton dress only a shade lighter than the grimy pair of little knit pants which skidded along the rail.

"Mom's been waitin' fer yu," she said.

A slight, flat-chested woman with a baby straddling her hip pushed open the kitchen door.

"I was jest changin' him," she remarked.

"Hello, Mrs. Graham. I got your message. Is anything wrong?"

"No, no, everythin's fine," she said in a flat voice, looking toward the kitchen. "Pa! Pa! She's here. Cathy, go tell yur Pa Miss Henley's here." She pushed a pile of damp diapers off on the floor. "Here, have a chair."

Mr. Graham, in a pair of tight shrunken blue jeans, came out of the kitchen with a small boy hanging onto his back pocket and a gangling adolescent girl at his heels. His face, drunk or sober, wore an expression of chronic anxiety, but today the dark circles under his eyes seemed less pronounced, his body somehow less tense.

"Go git it, Ma," he commanded. Handing him the baby, Mrs. Graham disappeared into the kitchen.

The children drew nearer, examining her clothes and smiling shyly when she caught their eye. She looked around at the crowded welter of beds, unironed wash, sprawling ironing board, the remnants of supper still on the table, and her head seemed to go round and round in a hazy sort of way. "Flight from reality," she thought, trying to pull her scattered thoughts together. Perhaps some of the mental cases she had seen had cause for their misplaced efforts to escape such a reality as this.

"Sorry I came t'yur office the way I done last week," Mr. Graham was saying shamefacedly. "I didn't lose the slip though an' I got the job . . . three days' work," his voice rose steadily, ending on a note of triumph.

She glanced up as the younger children began to clap their hands and jump up and down excitedly. The kitchen door was swinging slowly open and Mrs. Graham squeezed through, bearing a grocery carton on the upraised palms of her hands. Shoving over a dirty plate, she set it down carefully in front of Miss Henley.

"We made it fer yu, Edith and me. The kids and Pa did without eggs fer a week so's we could," she said firmly.

Miss Henley rose to her feet and looked down into the carton: in the bottom of the box lay a white cake, its frosting thinly stretched to cover the top, and across the cake closely crowded together in sugary orange letters were the words, *Gratitude Miss Henley.*

Dazedly she wondered where they got the word "gratitude"—out of the

(Continued on page 93)

EPITOMES

PUBLIC HEALTH NURSING

The Hospital as a Community Health Agency

Dr. Basil C. MacLean

Recognition of the role of the modern hospital in community health is seen in the regionalization plans of the U.S. Public Health Service, program of the Kellogg Foundation in Michigan, pioneer work of Bingham Associates in New England, the experiment in home care at Syracuse University College of Medicine, the Regional Plan of New York University College of Medicine, and the Regional Hospital Plan Experiment in Rochester, New York.

The field of nursing education offers another opportunity to the larger hospital to share its facilities with smaller institutions. A number of examples could be cited of this method—among them Wayne University, Detroit, and the cooperative scheme in Utica, New York.

Perhaps one of the most troublesome problems of tying hospital to home care of the sick has been in the continuity of nursing care. The referral system of the New York Hospital, Syracuse Memorial Hospital, and New Haven Hospital, however, are examples of successful efforts in this direction. Our experience is that the test is teamwork between a triumvirate of temperamental teachers of public health—the doctor, the social service worker, and the nurse. We call a graduate nurse with public health training our "public health coordinator." This nurse is the bridge between the care received in the hospital and that given in the home. The social service worker continues to be an important link in the chain.

And now it is time that those who represent other health and social agencies learn some of the economic facts of hospital life. Hospitals have not had any heaven-sent defense from an inflationary spiral of expenses and the tin cup era is passing fast under the impact of a share-the-wealth philosophy with various labels. Government agencies and voluntary social agencies purchase for their clients at cost plus a profit the other necessary commodities. Only now are they coming to realize that it is fair to purchase hospital care on an audited cost basis. It cannot be purchased at a loss or the vendor will soon be out of business. As government recognizes this principle, the voluntary hospital will survive.

(Public Health Nursing, March)

COMMUNITY

Something Money Couldn't Buy

Pauline I. McCready

One Monday morning last September, 200 women from more than 100 towns in Allegheny County converged on forty recruiting booths set up in banks, department stores, public buildings, and ice cream shops all over the county. They were there as volunteers to recruit more volunteers for 152 health and welfare agencies in Allegheny County. Results? Six hundred new volunteers in the month of September, with cards still coming in in December. The plan? Simply the good, old-fashioned technique of approaching people as individuals on their own ground, and treating each of the 126 municipalities which make up Allegheny County and metropolitan Pittsburgh as the distinctly different, fiercely proud community that it is.

First principle in the plan was to use existing organizations (in this case more than 500 women's clubs in the county). The ground was cultivated well in advance. All during the summer, three times a week, groups of from six to fifteen club women came by personal invitation into the Volunteer Bureau for informal meetings with the executive and a board member. We didn't neglect a widespread general publicity build-up to prepare the way for the actual recruitment, in the booths.

The second principle was to recognize each community as something special and to deal with it accordingly. Committees were set up in each area to handle the registration in a manner tailored to that area.

Each of the 200 persons scheduled to work in booths attended instruction meetings and received mimeographed sheets, giving simplified answers to most frequently asked questions.

The registration cards gave people an opportunity to check the fields in which they would be most interested to serve. The bureau staff stood by to telephone to every name on a card within twenty-four hours of the time it was received. On each call, we thanked the person for signing up and set a day and hour for her to come in to talk to us. We made an intensive attempt to place people in the fields they preferred.

Of the more than 600 who signed up during the week, only thirty-five have to date dropped out.

(Community, February)

RECREATION

Summer Camping Values

Bernard J. O'Shea

My tour of duty in the army prompted the camping committee to suggest a mention of any instances wherein summer camping experience came to the surface during my army life and proved of value. Unquestionably those exposed to summer camping found such a background decidedly of value.

The new soldier who has had a few summers at camp as a boy, possesses a great advantage. Large groups of strangers in close association hold no fears for this former camper. Sleeping in a tent or dormitory-like building is familiar. The recreation hall draws him not as an observer but as an eager participant.

It seems appropriate to mention the possibility of a universal military training program in this country. Summer camps can make a contribution in assisting future trainees to adjust to the type of life they may be required to undergo at an early age. Certainly I would not contemplate operating a summer camp along military lines. But

camp directors should be conscious of such possibilities when planning a program.

I have been asked if there was one particular factor in my military life that would aid me in planning camp programs. The outstanding factor, most apparent to me by reason of its omission, was the absence of any moral or spiritual philosophy in everyday army life. I have resolved in future planning of camp programs to emphasize, to a greater degree, basic moral codes, rather than such things as summer vacations just for sports for sports sake or physical improvement.

(Digest of talk at organizational camping panel, N.Y. State Conference of Social Work, Buffalo, Nov., 1947. Printed in Recreation, March 1948.)

The Group

Human Relations Training

Leland P. Bradford

There is no simple bag of standard tricks in techniques that will serve in improving human relations situations. Effective learning in human relations calls for basic changes in the persons concerned, rather than for the accretion of facts or proficiency in simple skills that remain relatively apart from the personality of the trainee. When the problem of group productivity is added, there is also need to bring about a change in the entire group as an "organism" in the direction of greater group maturity, strength and productivity.

One of the most significant aspects of the entire training design for the Bethel, Maine, Laboratory in Group Development was the self-training plan for the staff, started long before the laboratory, with periodic meetings of the staff in which the training design was gradually forged.

Training methods used in the laboratory included:

1. Training in group growth: The first step in this area was to endeavor through initial discussion to sensitize the delegates in each basic skill training group to the realization that groups very probably show a growth process as do individuals, that a collection of mature adults will not necessarily make a mature group, that many committee and staff meeting failures result from expecting mature production from adolescent or infantile groups.

2. Skill practice in change agent skills: The basic skill training groups had as one of their major functions the development of understanding of the steps of inducing change and the training of skills in these steps. Role-playing was widely used.

(The Group, January)

JOURNAL OF
Social Casework
Formerly THE FAMILY

Extension of Medical Social Services into the Home

Minna Field and Bessie Schless

To conserve existing hospital beds and to preserve the functioning capacity of the patient in the chronic phase of long term illness, the department of home care was established [in Montefiore Hospital, New York City] on January 1, 1947. The department was planned with the purpose of bringing the hospital into the home, with the full complement of medical and nursing care and social services.

The program is administered by a full time staff physician directly responsible to the director of the hospital. Two social workers were assigned to the department under the supervision of the assistant casework supervisor of the social service department.

Together with representatives from the medical and administrative staffs of the hospital, the social workers participated in outlining the policies of the program. The social service department has assumed responsibility in four major areas: case selection; preparation of the patient and family for hospital discharge; actual arrangement for the patient's leaving; and social service in the home.

In the operation of the program, once the patient's medical eligibility has been determined, his social situation is evaluated both in terms of the physical set-up of the home and the mental attitudes of the patient and his family.

The extent and the degree of social service follow-up in the home are also dictated by the patient's individual needs. The worker becomes involved in an evaluation of the way in which the patient is resuming his place as a member of his family group and has an opportunity to help, firsthand, with the patient's adjustment to this way of living.

During the first six-month period, 124 patients were referred to the department for care. Of this number, sixty-nine were rejected and fifty-five accepted. A total of 3,748 days of hospital care were saved. The cost per patient was about $2.50 a day or about one quarter of the cost of hospital care.

Montefiore Hospital has offered to its doctors the opportunity to work with the patient in his natural environment. The necessity for seeing the patient in his social setting has heightened the medical social worker's understanding of generic casework principles. More than anything, home care has served to affirm that this kind of care is feasible and effective, and to demonstrate its possibilities to a wide group, including hospital administration, medical nursing personnel, and community agencies.

(Journal of Social Casework, March)

Junior League
MAGAZINE

Ruin and Restoration

Effie Webster

Occupational therapy is one powerful means of restoring those crippled in mind or body to lives of usefulness and hope. The New York Junior League has an occupational therapy committee which performs this valuable work. On December 8 the committee celebrated its twenty-fifth anniversary of service to New York hospitals with a luncheon and sale of objects made by patients, which realized $2,018.60. All proceeds [were] sent to the hospitals.

The committee [has] a traveling show comprised of a collection of designs for various projects—dolls, table mats, pot holders. This display is used by each League to fit in with its particular program. The committee maintains in the League club house a permanent show case of articles made by patients in the hospitals. Also sponsored by the committee is the occupational therapy volunteer assistants training program.

Two members of the committee are planning a survey of all the sixty-six New York hospitals which possess occupational therapy wards, to see whether there would be enough salable articles to keep a permanent shop. If this seems feasible, it will be suggested to the New York League to sponsor such a shop.

(Junior League Magazine, March)

MR. CHAIRMAN!

Volunteer-Professional Relationships: Challenge or Impasse?

KATHARINE ROGERS VAN SLYCK

For decades the relationship between volunteers and professionals in the changing, growing field of social welfare has been a much discussed, much reexamined problem. This writer unblushingly confesses that for more than twenty years she has been connected with social agencies in both professional and volunteer capacities, and thus may have acquired the tendency of old folk to compare the good old days with the present. Yet, in spite of some bad professional-volunteer relationships to which any one of us can point, I believe there are more positive factors now than was the case twenty years ago.

It seems to me that the struggle to work out this relationship is directly connected with the growing pains of the field itself, which, in a comparatively short span of time, has assumed gigantic proportions as a national effort. Originally, of course, lay people were entirely responsible for conceiving and carrying out a program of social welfare. The first paid staff were lay people. Even twenty years ago, many of our agencies were staffed by paid people who may not have had much more than a layman's knowledge of their jobs and who frequently had not as much native skill as the laymen with whom they worked.

Lacking the self-confidence that professional training brings, such paid staff members were in no position to guide volunteers effectively. The volunteers, lacking respect for the qualifications of the paid staff, tended to become critical and intolerant.

Lay people were and are sympathetic with the struggle of the social work profession to be recognized as such. Too often, however, the earlier professionals attempted to find security in the attitude that they were chosen from on high for a special calling, and that the uninitiated, the volunteers, were to be handled like backward children.

When little was expected of volunteers, there was no challenge to their jobs. "Busy work" often became the order of the day. Volunteers with alert mentalities realized all too well that they were wooed for their bank balances or for their influence with financially well-endowed people, and not because of any possible personal contribution.

On the other hand, many well-meaning volunteers did not show the necessary qualities of reliability and therefore all blame for the lack of success of early volunteer programs cannot be placed on the shoulders of the professional. Suffice it to say, that antagonisms and lack of understanding on both side were apparent.

During the past twenty years we have taken strides toward the heart of the problem. It is clear that the

Opinion on the current status of the citizen-social worker partnership: Mrs. Meyer, an owner of the *Washington Post,* is nationally known as writer and speaker in political and social areas . . . Committee member of the National Social Welfare Assembly; CCC, Inc., and the Advisory Committee on Citizen Participation, Mrs. Van Slyck served as program chairman of the Workshop of Citizen Groups reported elsewhere in this issue.

AGNES MEYER

A central problem of our democracy is the split that has arisen in our civilization between what we know and what we do, between science and society, between our accumulation of expert techniques and our spontaneity in applying those techniques to the problems of everyday living.

What I propose to explore is the idea that we must rescue the wholeness and the wholesomeness of life from the divisive forces of the professional experts. Let us begin in the community to study the results of the latent hostility—for it is nothing less than that—between the public-spirited men and women who want to serve their neighbors, and the professional social worker on the job.

Throughout the country about one thousand Councils of Social Agencies try to establish a bridge between the layman and the professional. Why have most of them been ineffective? Largely because the layman cannot control the professional and gets tired of pretense. One of the central weaknesses of the situation is that there exists as yet no method of evaluating the efficiency of the social worker. The satisfied client of the social worker is the unique proof of his efficiency. But the client is some poor wretch who is rarely in a mood to complain. The volunteer trustee of an agency is not in touch with the client and accepts the report of the social worker. The competent social worker is quite rightly disgusted with ignorant trustees, and the incompetent ones often pull the wool over the eyes of the trustees by diplomacy, paper work and wonderful statistics.

The country owes a debt of gratitude to the many outstanding social workers who have been largely responsible for our progress in social thinking, vision and legislation. But the growing emphasis on "tools" and "techniques" has put up an ever higher barrier not only between the social workers and the laymen but between them and the unfortunate human beings they serve. For techniques or skills are a two-edged sword. They should become part and parcel of the social worker's character so that he is not using something extraneous and remembered but acting spontaneously as a certain kind of person. If instead of assimilating learning, the social worker uses techniques mechanically, he not only repels his clients but he inhibits his own emotional growth.

The picture in the area of voluntary endeavor is discouraging. Every charitable group starts its own agency. Every new scientific discovery results in a new organization. Since most of this appalling conglomeration of agencies and organizations are staffed with experts and adminis-

planning, policy-making and operation of a sound program demand the skills and points of view of both professionals and lay persons. The emerging question is where and how much responsibility must be assumed by each to assure smooth teamwork. The events of these years have helped dramatize the mutual need.

The depression was a factor in bringing the two groups closer together. In face of the overwhelming problems of that period, laymen who had not been particularly socially conscious before, felt their consciences twinge. In their desire to better some conditions in their home towns, they began to see that they must work with the people who had the "know-how."

The exigencies of war forced the volunteers and professionals of thousands of communities to join in planning to meet particular problems. Even the most intolerant professional and the most skeptical volunteer had to admit, for instance, that neither working alone could set up a day care center for children of working mothers.

In the meantime, a fairly systematic attempt has been made to have these respective roles "come clear." Certain of the national functional agencies have worked out programs on the use of volunteers, their training and supervision. Gradually these plans have been adopted in local agencies. Some of the national lay organizations have developed standards for volunteer participation. Many communities, through social planning councils, joint committees of professional and volunteer leaders, and volunteer bureaus, have taken specific steps to make the fullest use of volunteers' potentialities. Especially during the war, conviction deepened in the professional that the informed, active volunteer, both administrative and service, was essential. And laymen, seeing the complexities in the execution of social welfare programs, see also the need for the specially trained professional to administer them.

Today, in those communities where one finds the most progressive professional leaders, one also finds the best informed and active lay leaders. These laymen know enough to demand the best in professional skill, and they expect leadership in professional matters. They are willing to assume responsibility for matters in their particular province, and leave actual operation of the agency to the professional.

When once the right pattern for good professional-volunteer relationships has been established—and it is being done—it sticks! I know of no instance where there has been any backsliding in this respect. Mutual respect is so taken for granted that no one says "you" and "I." Everyone says "we."

Recently a volunteer friend of mine who had been working in a war program administered, of necessity, by lay people, said, "Never again will I work for a volunteer." What she had been missing was the sure hand of the director who is professionally competent. I cannot help comparing this with the remark made twenty years ago by another volunteer friend. Speaking of a new executive, the first professionally trained one the agency had had, she said, "You mean she gets $300 a month? I'd do it for $100."

The tragedy is, of course, that not more communities have the caliber of professional and volunteer leaders who produce the proper professional-volunteer relationship. When more do, both can stop talking about the problem and get on with the business of the day, which is getting more adequate service for "our" clients.

trators, jealous of their professional status, the situation is bound to intimidate any sensible person who would like to serve his community.

Voluntary charitable bodies must be given the credit for initiating our whole public and private social welfare structure. So important are the past and present contributions of voluntary welfare work to our society that democracy is inconceivable without them. But today they need courageous, alert and informed leadership that will recognize the impasse created by the inherited limitations of private welfare work, and face the fact that the usual slow tempo of social progress is dangerous in a revolutionary era.

But what private philanthropy needs most, both trustees and social workers, is a complete reorientation of mind and heart. It must learn to work *with* the people, not *for* them. It must become not the champion but the voice of the people. Only from sympathy in the stark Greek meaning of the word—a feeling *with* people—can the leadership come that is now needed to revamp our cluttered community services and strip them down for efficient action on the widest possible scale. The whole array of federal, state, and local agencies, whether public or private, have no other objective than this: to further well-being in the local community, where people live.

The fundamental difficulty about our public agencies is that our system of government has become so complex, so specialized, and so varied that it slowly but surely is being taken over by trained specialists and the professional civil servant, who are just as apt to obstruct progress as to further it. The average citizen no longer feels able to take control of the experts. The local community suffers from an inferiority complex concerning its ability to deal with its own problems.

Furthermore, the tempo of change, the accelerated development from simplicity to diversity, have accentuated the inertia of the average citizen and have shattered the unity of community life. With a vacuum in community leadership, national leadership tries to fill the void.

Congress is aware of the need to keep the federal experts geared to local needs and voluntary leadership, for scarcely a welfare bill goes through Congress today without provisions for citizen advisory committees.

It should be added, however, that when some of these professional federal leaders wish to put over a new idea, they enlist the support of citizens committees or of the large voluntary women's organizations to carry the ball for ideas which the professionals have originated. These groups should realize that this is a two-way street which is only being used in one direction. They could learn to use the federal experts for their own programs. But the big voluntary groups are just as much in awe of the expert as is the private citizen.

If our scientists and other professional experts have forgotten *why* they are doing things and place their whole emphasis on techniques or *how* to do things; if they have thought too much about *means* and too little about *ends*, it is because their education in school and in later years has failed to emphasize the connection of their skills with the larger purposes of life. If we have lost control over historical events, it is due largely to this split between science and the wisdom that is the fruit of a balanced development. If our citizens now feel helpless before the experts in private as well as public agencies, it is because these experts are not educated and humane people in the full sense of those words.

WASHINGTON BYWAYS

THE PRESIDENT'S MESSAGES, which placed before the Congress a comprehensive program for social legislation, make a vigorous attempt to pick up the thread of social reform where the nation left off before the war, but the prognosis for favorable congressional action is distinctly dim.

The Congress is preoccupied with ERP, domestic economic stabilization issues, and taxation. But even when it does get around to domestic social legislation, it is doubtful if progressive action can be hammered through this Republican Congress.

Nobody in or out of Congress loses sight for a moment of the fact that this is a presidential election year. And though the Republicans may go along on some things to build a campaign record, and the Democrats may play safe on some things they might be pushed into under other circumstances, it is too early to tell which issues will benefit and which will suffer by the campaign strategy.

Incidentally, all the strategists were temporarily left hanging in mid-air by the break in commodity prices, gingerly referred to on the floor of the House as "the stabilization recession." Everyone wanted to make political capital out of the event, but neither economists nor politicians were sufficiently confident of their interpretations to risk being caught in a few weeks with their predictions showing! So everyone is watching and waiting and, meanwhile, writing two versions of all projected campaign material—one blaming the other fellow if prices dive and we get a depression, and the other blaming the other fellow if they don't and we still have inflation.

If nothing else, the break in prices made it apparent that the workings of our economy remain as mysterious as the universe, and certainly no Connecticut Yankee was to be found in Congress who knew for sure whether or not the eclipse of the sun was coming.

✦ ✦ ✦

ACTION THIS YEAR TO BROADEN social security coverage and liberalize benefits long overdue was urged in the President's message and seemed a virtual certainty when Congress convened, but recent developments in the House now indicate that nothing will be gained without a strong fight.

Social security reform was included in both party platforms in 1944, and Senator Robert A. Taft has since specifically called for liberalization of Old Age and Survivors Insurance. Moreover, since this program would be largely self-financed through the payment of social insurance premiums and does not involve general taxation, it would not run into the hurdle of the economy drive.

The technical and administrative difficulties, originally advanced as reasons for excluding large segments of the population from the protection of the law, largely have been solved in the years of experience with the operation of the social security program in the United States, and no valid reason now exists for the continued lack of protection of millions of citizens against these economic hazards. Although there remains an area for debate among the experts as to details of method and degree, the circle of argument with respect to the larger issue should by now be closed, and it is hard to see how a disinterested case could be made on which even the most vote-hungry politician could safely take a stand.

The chief stumbling block for the immediate achievement of a liberalized program seems to lie in the mechanics for congressional consideration of social security legislation, which by virtue of its tax feature must originate in the House. There is currently considerable pessimism as to whether the House Ways and Means Committee, preoccupied with taxes and reciprocal trade agreements, will open the way for public discussion and congressional debate of the issue any time soon.

Indeed, hopeful proponents were abruptly shocked by developments in recent weeks, when the House Ways and Means Committee:

1. Favorably reported H. J. Res. 296, the Gearhart Resolution, which has the effect of removing from social security protection between 500,000 to 750,000 persons—insurance agents, outside salesmen, home workers, variety entertainers, taxicab operators, and so on. These so-called outside workers were the subject of a Supreme Court decision in June 1947, which held them to be employes within the meaning of the social security laws and therefore covered. The effect of the Gearhart Resolution would be to exclude these people. The bill has been granted a closed rule, precluding amendment from the floor.

2. Favorably reported House bill 5052, to exclude from coverage certain vendors of newspapers and magazines. This bill, passed last year, was vetoed by the President on the ground that it proceeds in the direction of narrowing down and restricting social security coverage rather than proceeding in the direction of an expanded system. The Ways and Means Committee recommended that it be passed despite the President's objections.

These developments currently cast something of a pall over high hopes for the outcome this year, but the atmosphere may be changed when the Senate Advisory Council on Social Security makes its first report in March. This commission composed of outstanding representatives of labor, industry, and the general public, is reviewing all phases of the problem for the Senate Finance Committee, and is expected to recommend broad revision. Though this will not immediately affect the outlook in the House, which is extremely jealous of its prerogative, many intangibles affect the mood in Congress and it is possible that this will help to change the tide.

The social security impasse points up one important lesson with respect to social legislation in general. There is little question that public opinion favors broadening social security, and the platforms of all the disinterested voluntary organizations favor it. Yet the pressure of this widespread support fails to make itself sufficiently felt in Congress. The House Ways and Means Committee members would not be insensitive to the wishes of their constituents, but unlike the situation with respect to health insurance where public support may still really not be sufficiently mature, the job of articulating public insistence for social secur-

ity fails merely because everyone thinks it's someone else's baby.

✦ ✦ ✦

S. 1320 AND H.R. 3548, THE National Health Insurance and Public Health Bill, embodying the administration's proposals, provides for a national system of health insurance for prepaid medical care to cover an estimated 85 percent of the population, to be financed largely by social insurance premiums equal to 3 percent of earnings to be levied one half on employed persons and one half on their employers. The bill also provides for expansion and development of all types of public health services and for an expansion of the hospital construction program.

Republican leadership is strongly opposed to a national compulsory health insurance system. The Taft bill S. 545, falls short of even a minimum program. The health subcommittee of the Senate Committee on Labor and Public Welfare has been holding extensive hearings on both bills, and will possibly report out a compromise.

It seems doubtful that much legislative progress can be made without more articulate support throughout the country. Mobilization of opinion and concentration of forces behind the bill is still spotty, and will probably be no match for the regionally inclusive and well-heeled opposition. Also, Republican leaders seem determined to stage a fight at the barricades on this issue on principle, against what they regard as another big encroachment upon free enterprise.

Even seasoned campaigners are concerned with the carryings-on of the extreme fringe of the opposition. A particularly frenzied note is being struck in a publication here in Washington, which warns against a "welfare state" and talks about the "conspiracy of the bureaucrats." The issue of how a democracy achieves necessary economic and social controls without jeopardizing freedom is after all the basic issue of our times. The vicious perversion of this issue which deeply concerns honest and courageous men and women, whether they be conservative or liberal, is a sorry confusing of a basic problem in a crucial time.

✦ ✦ ✦

THE ANNOUNCEMENT OF DR. Leonard A. Scheele's appointment to succeed Dr. Thomas I. Parran as head of USPHS provoked unlimited speculation among those seeking some token pro or con about the fight for health insurance. It is generally believed here that Dr. Parran, who was brought in by President Roosevelt and has grown to considerable stature on this assignment, preferred to be relieved so as to devote his entire energy to the World Health Organization, which he helped to born. While Scheele is something of a dark horse as far as the public is concerned, he appears to be a competent, able choice.

✦ ✦ ✦

PRESIDENT TRUMAN'S MESSAGE again this year recommended the establishment of a department of health, education and welfare. Senate bill 140, creating such a department, has been favorably reported by the Committee on Expenditures in the executive department, but has not been considered on the floor. No legislation on this subject has been before the House.

Sentiment around Washington is divided on the issue. As one person put it, "Whether or not you are for it depends on how your favorite bureau would fare under a reorganization." Both the AFL and the CIO believe that these functions rightly belong in the Labor Department and are supported in this belief by many persons outside the labor movement. Whether or not either House will hold hearings this year is not yet certain. Though Senator Taft is one of the sponsors of the legislation, action on this, and on a number of other issues, is likely to be postponed pending the report of Herbert Hoover's Commission to Study the Executive Branch of the Government, due early in 1949. The section of this study dealing with health, education, and social security has been given to the Brookings Institution, where it is headed by Lewis Merriam.

One possible outcome of the administrative and policy dilemma created by the jurisdictional conflict between the Labor Department and FSA is a merger type of compromise along the lines of the Department of National Defense. Some are speculating that the Merriam report will take this line.

✦ ✦ ✦

A QUESTION NOW BEFORE THE House concerns a permanent location for the United States Employment Service. This unit, which since its humble beginnings in the Treasury Department many long years ago, has shifted from agency to agency five, six, or seven times, would, under the President's reorganization plan, be placed permanently in the Department of Labor along with the Bureau of Employment Security, now part of the FSA. The President urged his plan, first on the basis that USES properly belongs in the Department of Labor as the agency primarily concerned with the labor market and problems of employment; and second, on the basis of results achieved in the past two years during which it has been in the Labor Department. The House committee on Expenditures in Federal Departments, by a vote of 15 to 8, has recommended that the plan be rejected. The minority report charged that the effort to defeat the reorganization plan was part of the program of the majority party to weaken the Department of Labor (which took a shellacking on its budget last year) and that implicit in part of the testimony heard was "a strong desire to force the federal government to renounce its responsibility for any participation in these two programs so vital to the nation's welfare."

✦ ✦ ✦

HEARINGS ARE CURRENTLY BEing held on a bipartisan sponsored bill, S. 1390, to establish a Federal Labor Education Extension Service in the Department of Labor to make available to wage earners factual data which would be of service in collective bargaining and in implementing production in industry. This bill has the support of all branches of the labor movement and many non-labor organizations. The Committee for the Extension of Labor Education, which is piloting the promotion of the bill, has done an admirable job in the last two years in focusing attention on its desirability and mustering support. This has a good chance of passing Congress in a not too modified form.

✦ ✦ ✦

The Wagner Report on Slum Clearance for the Joint Committee on Housing has just been released. Copies may be secured from Representative Ralph A. Gamble, of N. Y., the chairman of the committee, or from the U. S. Government Printing Office.

✦ ✦ ✦

ALTHOUGH WHAT CONGRESS does in any given session about social legislation sometimes seems unrelated to such questions as need or want or suffering, in the long run it is these things which do determine the direction of national policy. Especially in a campaign year, the process could be hastened if the wishes of the people were made unmistakably clear.

May 6, 1867

E. T. D.

February 27, 1948

Clare M. Tousley

The French tapestries have just left New York City's Metropolitan Museum of Art. Of strong, imaginative design and gorgeous color, they give one a deep sense of history. America will not forget them.

These tapestries now come to mind when I would write meaningfully of the life and work of Dr. Edward T. Devine. He had been active as social worker, educator, writer, and administrator for 54 years at the time of his retirement in 1941. During 20 of those years he served as general secretary of the Charity Organization Society (now merged into the Community Service Society of New York) and director of the society's New York School of Social Work, which he founded in 1898 as the New York School of Philanthropy.

While with the society, Dr. Devine created a strong and imaginative design for the agency which, although interwoven now with strands from other hands, will always be distinguishable as his own unique part of the fabric.

The young in our agency especially admired Dr. Devine for his courage, his untiring pursuit of new ideas and new ways of meeting old problems. He was a born leader and one sensed it in him. He wanted to develop his staff too, although the pioneer force within him must often have urged him to go ahead of the others.

As a new and young caseworker in the society, I had only known him from afar until the day he summoned me to headquarters. I felt a little tremulous, thinking of calls to the dean's office in college days. I need not have worried, for a hearty reception was given me. Dr. Devine came at once to the point—would I not like to prepare myself better for the work I was doing by attending the School of Philanthropy? If so, a scholarship would be forthcoming. I suspect that many another New York School student got through the first hard weeks of study on the sheer impetus of Dr. Devine's enthusiastic backing. I wish that I might write with the authority of a contemporary with close association to the man and his work. But at least here is the tapestry he designed.

Previous to becoming secretary of the COS, when he was 29, Dr. Devine had been a principal of a small seminary in Iowa, an exchange professor at Oxford, a graduate student at the University of Halle, Germany, and a staff lecturer on economics for the American Society for the Expansion of University Teaching—a pioneer venture in adult education.

As general secretary of the COS, he strove to improve the practice of social work, better to serve people who came for help and guidance. Very early he recognized the need for more adequate training for social work and launched the Summer School of Philanthropy, the first professional school of its kind.

Dr. Devine also led in the many sided task of improving family and community life in New York City. Under his guidance, the society's Tenement House Committee (now the Committee on Housing) was formed and was largely responsible for New York City's tenement house reform. During his regime the society advanced materially the program for the control of tuberculosis, accomplished a great deal in lessening widespread mendicancy in the city, improved methods of handling delinquents, and established the Wayfarers Lodge which led the way to the opening of the Municipal Lodging House. He was the first editor of *Charities and The Commons* —now THE SURVEY.

From the part that the society played in the Triangle Shirtwaist factory fire grew Dr. Devine's efforts for better methods of fire prevention. While secretary of the society, he was also professor of social economy at Columbia University. During World War I, he served overseas with the American Red Cross as director of the Bureau of Refugees, with responsibility for the entire ARC program for Belgian and French refugees. This was not Dr. Devine's first ARC service. He had played a distinguished part in their Disaster Relief program, notably at the time of the San Francisco earthquake and fire in 1906 and in the relief of victims of the Dayton flood in 1913.

After his return from France, Dr. Devine was dean of the Graduate School of the American University in Washington, D.C. He also directed the Bellevue-Yorkville Health Demonstration, New York City, and the Nassau County Emergency Work and Emergency Relief Bureau. Many of the books he wrote are "must" reading for students of social work. His last book, "When Social Work Was Young," looks back over the years and paints a vivid picture of the development of social work.

You may not fully realize how great a pioneer Edward T. Devine really was. Forty years ago, when Lady Aberdeen and other travelers returned to England, they spoke with enthusiasm of his theories and plans for converting eleemosynary charity into preventive social work. When I came to this country during the first world war to collect information on social methods that might be helpful to maintain morale on the home front, it was to Edward T. Devine that outstanding citizens referred me; and from him that I obtained my first glimpse of what was meant by professional social service. Later, on THE SURVEY staff, it was he to whom one turned for something more precious than technical knowledge, the linkage of whatever plan, program, or particular proposal might be under discussion to a coherent principle steeped in earnest Christian conviction.

His writings are perhaps no longer fashionable, because they lack that professional jargon by which social workers like to remind themselves that they are more than technicians. But just as we try to mitigate the superficiality of a literary appreciation too closely ensconced in the contemporary scene by teaching our youth something of the classics, so I hope that succeeding generations of social workers will always return to Edward T. Divine for those deeper insights which he gave his own generation and which also are of classical universality.

—Bruno Lasker

THE COUNTRY OVER

Health

Oscar R. Ewing, Federal Security Administrator, is calling a National Health Assembly in Washington May 1 to 4, to evaluate the nation's health services and to devise methods of raising the national health level during the next ten years. This meeting, which from 700 to 800 national leaders are expected to attend, is being held in compliance with a request by President Truman that Mr. Ewing "undertake a comprehensive study of the possibilities for raising health levels and . . . report to me, at your earliest convenience, upon feasible goals which might be realized by the American people in the next decade." The request was made in a letter to Mr. Ewing on January 30, in which the President pointed out that he has repeatedly asked Congress to provide for an expansion of the nation's health services, but went on to say that such legislation alone cannot assure a high level of public health. "The attainment of such a goal requires the cooperation of state and local governments, voluntary organizations, the medical and health professions, as well as of all our citizens working together."

An executive committee of twenty-four national leaders in various fields has been appointed to organize the meeting. They include: Dr. Louis I. Dublin, second vice-president and statistician, Metropolitan Life Insurance Company; William Green, president of the American Federation of Labor; Dr. George F. Lull, secretary and general manager of the American Medical Association; Anna M. Rosenberg of New York City.

Participants at the meeting who will include spokesmen for the medical and health professions, the voluntary health organizations, and the public, will divide into panels to discuss services, lacks, and possibilities in specific areas of the general health problem.

One hoped-for result, according to Mr. Ewing, is "a clearer picture of just how much agreement there is in certain supposedly controversial health fields" which in his opinion may be greater than is popularly believed. "Once we have that established, we can find out how far we can all go forward on a nationwide front." The assembly should also provide, according to Mr. Ewing: a detailed, practical pattern of cooperation among all organizations in the field, and a guide to community action for local health departments.

Commenting on our present health services, Mr. Ewing pointed out that the amount being spent on research on infantile paralysis is completely out of proportion to the number of deaths and disabilities; research funds for cancer are out of proportion to those for cardiovascular diseases, which kill three and a half times as many; Negro medical education has lagged far behind; people dependent on public welfare are suffering from slow starvation in many states, due to the decline in purchasing power.

Florida—Expanded Programs

The Florida State Board of Health, at its annual meeting in February, recommended the expansion of four state programs: stream pollution abatement with special reference to Florida's beaches and streams; expansion of Food Handlers' School, a cooperative project of the board, the Florida State Hotel Commision, and the Florida State Restaurant Association; intensification of the school health program; and encouragement to counties to provide better quarters for their health units.—*From* SURVEY *correspondent Elizabeth Reed, R.N., Florida State Board of Health.*

Montana—Health Planning

The Montana Health Planning Committee, appointed last October by the governor to plan better health for the state, sponsored twelve district health meetings in strategic areas of the state during the past month. The committee, which is representative of about forty public and voluntary agencies concerned with health, was set up to determine the health needs of Montana, to make these needs known to the public, and to plan and assist in carrying out a program to remedy lacks. Questions on which the committee has started work include: the duplication of effort among health agencies working in Montana; why full time local public health units are the next step in Montana health administration; how well Montana provides health facilities in rural areas.

The district meetings were designed to carry to the public an understanding of the committee's functions; to make known some of the state's health needs; and to give impetus to the formation of local planning committees. —*From* SURVEY *correspondent K. Elizabeth Anderson, Montana State Board of Health.*

Pennsylvania—Building Plans

In Pennsylvania, projects are under way at all mental hospitals and institutions for the mentally defective, to provide urgently needed facilities and beds, and to improve diagnostic and treatment services "to meet present day criteria for psychiatric diagnosis and treatment," the Pennsylvania Department of Welfare reports. Projects involving an estimated expenditure of more than $45,000,000 have been approved by the governor, under enabling legislation passed by the 1947 legislature.

The new facilities, which it is hoped will be under construction this year, will provide about two thirds of the needed bed capacity and a large proportion of the lacking utilities. On January 1, 1947, the mental institutions in this state reported an overcrowding of 8,730, as well as an acutely hampering lack of supplies and deterioration of plant, arising largely from the shortages of the war years. —*From* SURVEY *correspondent Dr. Emlyn Jones, Pennsylvania Department of Welfare.*

Children

The National Commission on Children and Youth met in Washington in January to outline proposals for the mid-century White House Conference on Children and Youth, which will emphasize "The Child in His Own Community." Purposes of

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC.
11 S. La Salle St., Chicago 3, Illinois

the meeting are to evaluate progress since the 1940 Conference on Children in a Democracy (see THE SURVEY *midmonthly,* February, 1940, special issue) to assess the services now available for children, and to stimulate the nation to provide a greater measure of security and opportunity for children.

This will be a conference-in-action, based on two years of active preparation. National, state, and local groups will be urged to join forces in seeing what can be accomplished before the conference in the way of progressive legislation, training of needed personnel, and so on. A research committee is to be set up to assemble and evaluate data now available on children, and additional data needed, for presentation at the conference.

Pending the appointment of a planning committee for the conference, the U. S. Children's Bureau and other federal agencies concerned with children will cooperate with national and state agencies in preparatory activities. President Truman has requested an appropriation of $75,000 for the conference as part of the bureau's budget for the coming year.

First steps in finding out what the nation's children need have already been taken. Discussants at the January meeting had available replies from state officials concerned with children to a letter from the commission asking them to submit a list of the ten objectives most needed for children's programs during the next three years. Goals most frequently listed by the officials included: strengthening of family income through social insurance and public assistance; better housing; extension of health services; better services for the handicapped; promotion of mental health; better schools; more communitywide recreation, rural as well as urban; improved child labor laws; more education for parents; improved legislation in such areas as adoption, guardianship, juvenile courts; more adequate financial and social services for all children in rich and poor states. Most frequently reported lacks were: insufficient trained personnel to man services; insufficient pay to attract trained workers; lack of sufficient physical facilities; lack of enabling legislation.

Participants at the January meeting divided into three discussion groups to develop recommendations for planning the conference. Their suggestions included: the avoidance of an academic type of meeting; planning the meeting in terms of *all* children, not just the vulnerable child; seeing the child as an integral part of a family, and in the light of a national and world setting; the avoidance of overemphasis on welfare and health to the exclusion of needs growing out of economic inequities; the development of new tools for youth participation not only in the conference but in community life—home, school, and church; consideration of the child beyond national boundaries.

Announcements

"The fresh tank of salt air, the glint of the sun on blue water . . . carefully planned informative meetings . . . the opportunity to greet old friends and make new ones, all this and Heaven too!" promises the January *Conference Bulletin,* urging all members and friends of the National Conference of Social Work to make their reservations well in advance for the 75th Anniversary Meeting in Atlantic City, April 17 to 23.

Three of the fourteen general sessions scheduled will be joint meetings of the conference and the International Conference of Social Work on April 17 to 19. These will cover International Welfare Programs, Postwar Needs Abroad, and Special Needs in Rural and Undeveloped Areas.

Other general sessions will include: Interrelationships of Social Work and Broad Social and Economic Measures, with Arthur J. Altmeyer as speaker; The Respective Roles of Governmental and Voluntarily Supported Social Work, Arlien Johnson, speaker; President's Address—Basic Issues in Social Work, Leonard W. Mayo, speaker; The Respective Roles of Laymen and Professional Workers in Social Work, Joseph P. Anderson, speaker; Local, State, National and International Activity in Social Work—Responsibilities and Respective Roles, Donald S. Howard, speaker.

Section meetings will cover: social casework, child care, delinquency, the aged, social groupwork, community organization and planning, public welfare, health, mental health, industrial and economic problems, methods of social action, and administration.

The *Bulletin* urges participants to take advantage of the consultation services in the Auditorium at Headquarters. Assembled there will be representatives of more than fifty national and state organizations prepared to interpret their programs and to help with related problems.

The business meetings of the International Conference will be held in New York City, April 24-25, at the Hotel Roosevelt, so that members of the United Nations delegations attending meetings of the Social Commission and the UN Secretariat will be able to participate. Decisions will be taken at these discussions affecting the future organization and program of the International Conference. Attendance will be limited to official delegates and observers, visitors from abroad, and visitors from the United States by special invitation.

Questions regarding attendance, program, or accommodations at either the Atlantic City or New York meetings of the International Conference should be directed to the Office of the Acting Secretary-General, 130 East 22 Street, New York 10.

International Studies

Three studies of great interest to social workers are now in progress in UN's Division of Social Activities. Authorized by the Economic and Social Council on recommendation of the Temporary Social Welfare Committee and the Social Commission, they deal with (a) methods of social welfare administration, (b) the furnishing of information and advisory service to governments, and (c) the training and international exchange of social work personnel.

The first two, which cover only the eighteen countries represented on the Social Commission, were prepared by Hardy Wickwar of the department of political science, Hamilton College.

Study (c) is designed to obtain the most complete information possible on the present resources, in the various countries, for the training and ex-

change of social workers; and the need, in each country, for international assistance in initiating or developing training and exchange facilities. It covers all UN member countries and two non-members, Austria and Italy. Preparation for this study was done by Katherine A. Kendall, consultant to the division. The data forthcoming will be used by the Social Commission and the Economic and Social Council in considering plans for a long term training program and for international fellowships in the field of social welfare.

Needed data are being obtained for this study through questionnaires which professional organizations of social work and qualified individuals in each country have been asked to complete. All schools of social work have been requested to fill out a supplementary questionnaire on training for social work in educational institutions.

Arrangements for the completion of questionnaires for study (c) in the United States have been made by a U.S. "working party" recently organized to consult with the division on social welfare problems. Its members are: Dorothy C. Kahn, Welfare Council of New York City, chairman; Donald S. Howard, Russell Sage Foundation; Cora Kasius, Family Service Association of America; Katharine Lenroot, U. S. Children's Bureau; Jane Hoey, Bureau of Public Assistance; Kenneth L. M. Pray, Pennsylvania School of Social Work; Margaret E. Forsythe, National Board of the YWCA; and Savilla M. Simons, Federal Security Agency.

Sir Raphael Cilento, director of the division, reports that excellent replies have already been received from many countries and that considerable information will be available for the consideration of the Social Commission at its third session in April.

Our Foreign Students

The international cooperation committee of the American Association of Schools of Social Work, which has been assisting with study (c) reported recently that seventy-five foreign students were enrolled in schools of social work here, as of last November 1. The report was based on forty-one returns of enrollment statistics.

According to the committee, the desire on the part of foreign students to study in the United States appears to be increasing, but, due to the dollar shortage, fewer will have the means. Tuition loans are of little help to these students, and "an increase of scholarship loans including maintenance and tuition provided by universities, foundations, civic groups, etc., for foreign students is indicated." The committee is planning to distribute to schools pertinent information on international social welfare and on the Fulbright Act, which, when implemented, will help finance the travel of foreign students wishing to study in the United States.

NOPHN Week

The fourth annual National Public Health Nursing Week, sponsored by the National Organization for Public Health Nursing in cooperation with the U.S. Public Health Service and more than 3,000 local committees representing visiting nurse associations, health departments, boards of education, and citizen groups, will be observed April 11 to 17.

AGTA

The American Group Therapy Association will hold its annual meeting on April 11 at the Hotel Commodore in New York City. The program will include a case presentation and discussion, and a session devoted to reports and explanation of current practices and trends in group therapy. The program may be secured by writing to the association, 228 East 19 Street, New York 3.

Social Hygiene Meeting

A decade of intensified effort since Congress first authorized funds for a nationwide program to control VD, has cut deep into the national toll of crippling, suffering, insanity, and death taken by syphilis. But warning that it is still widely prevalent, came from Dr. Thomas Parran, Surgeon General of the U. S. Public Health Service, whose report to the annual meeting and regional conference of the American Social Hygiene Association in New York in February was read by Dr. James A. Crabtree, deputy surgeon general. Dr. Parran had been detained in Washington to present, at a congressional hearing, the service's budget for next year, including a request for $14,000,000 for VD control.

Dr. Parran reported that the death-rate for syphilis dropped from 16 out of every 100,000 people in 1938 to 10 in 1946. Infant deaths due to syphilis declined from 63 out of every 100,000 in 1938 to 25 in 1945. While 10 percent of all first admissions to mental hospitals in 1938 were due to syphilis, the figure had dropped to 6.6 percent in 1945. Reported cases of syphilis have declined from 3.7 per 1,000 or 480,000 cases in 1938 to a present low of 2.8 per 1,000 or 399,000. Dr. Parran warned however that there are many unreported cases. In 1947, 33 percent of all reported cases of syphilis were in the primary and secondary stage as compared to 15 percent in 1941. With early diagnosis, the chance of cure is far greater, and the spread of infection to the community is checked.

Important factors in this progress, according to Dr. Parran, include the steadily increasing cooperation between the nation's practicing physicians, who treat half of all cases of syphilis, and the public health officers, as well as the great expansion in public facilities for treatment. Today there are 3,000 clinics and a nationwide network of special hospital facilities equipped for giving treatment, as compared with only 965 clinics in 1938. An invaluable tool for control is the rapid treatment center, developed during the war, where full penicillin therapy can be given in five to ten days. Penicillin is effective in nine out of ten syphilis cases, and is "a quick, safe and efficient cure" for gonorrhea. Another vital factor, according to Dr. Parran, is the growing willingness of the public to learn, and of the press, radio, and other channels of information to publicize, the facts about venereal disease.

Predicting that by 1968 American medicine "will come close to stamping out syphilis as a major health problem," Dr. Parran stressed the need for unremitting effort in case-finding, particularly of contacts of known cases, wider use of routine blood tests, and consistent public health education. There should be greater public participation in the efforts of social hygiene societies, churches, schools, and law enforcement agencies to combat the conditions which lead to sexual promiscuity. "We should also apply on a very broad scale the more positive approach of teaching young people those principles of sex behavior which

(Continued on page 93)

William P. Walton has been appointed secretary of the casework and children's councils of the Welfare Federation of Cleveland. He was previously executive assistant with the Children's Services in Cleveland.

Ernest F. Witte is now executive secretary of the Council of Social Agencies in Seattle. He was formerly chief of social service in Veterans Administration Branch 12.

Edna F. Clark has joined the staff of the Maine State Bureau of Health as senior medical social consultant in the division of services for crippled children. She served previously with the New York State Department of Welfare.

Jeanette Simmons has been appointed health education leader at the University of Hawaii. She was previously health education consultant to the Michigan State Department of Health.

Senior Surgeon Seymour D. Westermark has been appointed to the headquarters staff of the mental hygiene division, U. S. Public Health Service, as chief, training and standards section. Dr. Westermark was previously executive officer and director of training at the U. S. Public Health Service Hospital at Fort Worth, Texas.

Dr. Jerry W. Carter, Jr., has been named to the headquarters staff of the division as psychologist, operational projects section. He was formerly director of the Wichita (Kansas) Guidance Center.

Carter Taylor is now serving as national executive director of American Overseas Aid-United Nations Appeal for Children. He was previously executive director of the Community Chest of Pittsburgh and Allegheny County.

Ralph Tracy, who conducted the last chest campaign in Ft. Wayne, Indiana, is now field director of AOA-UNAC.

Dr. Manfred S. Guttmacher, chief medical officer of the medical service of the Baltimore Supreme Bench, has been appointed consultant-psychiatrist to the Interim Commission of the World Health Organization.

Dr. Francis F. Callahan has been named chief of the medical services unit of the Minnesota State Division of Social Welfare, succeeding *Dr. Edwin J. Simons* who resigned in October.

Ethel Crandall has been appointed child welfare consultant for the North Dakota Division of Public Assistance. She was previously child welfare worker in Swift County, Minnesota.

Wayne Stewart has been appointed executive secretary of the Long Beach (Calif.) Community Welfare Chest, replacing *Darrell T. Neighbors* who has resigned to enter private business. Mr. Stewart has served as president of the chest and as a member of the chest campaign and budget committee.

E. R. Leibert, until January 1 director of public relations for the National Council of YMCA's, is now a partner in the new public relations firm of Pendray and Leibert.

Rev. Joseph E. Schieder has been named director of the youth department of the National Catholic Welfare Conference. He has had a varied experience in youth work, including the directorship of youth retreats for the Diocese of Buffalo.

James A. Shipp is the new executive director of the Massilon Welfare Federation and Council of Social Agencies for Massilon and Western Stark County, Ohio. He has served as assistant director and campaign manager of the Community Chest Federation, National Capitol Area, Washington, D.C.

Dr. Louis K. Diamond, noted authority on hemotology and assistant professor of pediatrics at Harvard Medical School, has been appointed technical director of the American Red Cross national blood program.

David Liggett, who recently resigned as executive secretary of the Minneapolis Chest and Council is now with American Overseas Aid as field director for the midwest area.

Margaret G. Reilly has been named executive secretary of the Bay State Schools, Inc., in Boston.

Leo Minder has been appointed council executive in Winston-Salem, North Carolina. He was previously eastern county secretary for the Public Charities Association of Pennsylvania.

Dr. Franklyn B. Amos has been appointed director of the new office of professional recruitment and training in the New York State Health Department. Dr. Amos has been director of local health administration in the department since 1940.

Libbie B. Bower is now on the staff of the Massachusetts Society for Mental Hygiene. She will develop a new project on human relations in the Massachusetts schools.

Campbell G. Murphy has resigned as assistant executive secretary of the Seattle Council of Social Agencies, to become associate professor of social work at the University of Denver.

Nora Marco, training supervisor, American Red Cross Pacific Area, is in Alaska assisting local Red Cross chapters in the training of home nursing instructors.

Ellen Aird, educational consultant in home nursing, ARC national headquarters, is in Puerto Rico, to carry out a similar program of home nursing education. She will work in cooperation with *Rafaela Morales,* chapter nursing director there.

William D. Schmidt has been appointed executive director of Children's Services in Cleveland, Ohio.

Lois Benedict has been named director of casework at the Children's Home Society of Virginia, in Richmond.

Amos T. Burroughs, Jr., a 1947 graduate of the School of Social Administration, Ohio State University, has been employed by the Greater Boston Community Fund and Council as director for the East-Metropolitan area.

Richard Lewis has been appointed permanent executive secretary of the Children's Bureau of Dayton, Ohio.

Robert L. Herbert has been named executive secretary of the Tri-Cities and East Harris County Community Chest in Goose Creek, Texas, succeeding *Allen G. Meister,* who has resigned to enter private industry. Mr. Herbert was previously state representative with the Texas Department of Public Welfare.

Dr. Leonard A. Scheele will succeed *Dr. Thomas Parran,* as Surgeon General of the U. S. Public Health

Service, on April 6. Dr. Scheele has been serving as assistant surgeon general, association director of the National Institute of Health, and director of the National Cancer Institute.

J. Daniel Benefiel is the new general director of the Illinois Children's Home and Aid Society.

Paul O. Josephson has been appointed executive of the Community Chest of Charleston County, South Carolina. He has been serving as executive of the Lima (Ohio) Community Chest since 1942, except for the period of his military service.

A. Betty Updegraff has succeeded Alice V. Hagelshaw as assistant professor of public health nursing at Simmons College in Boston.

Jeannette B. Vroom is now field coordinator in public health nursing at the School of Public Health, University of Minnesota.

Helen Hagen has been named director of casework at the DePelchin Faith Home and Children's Bureau in Houston, Texas.

Claudia Crownover has been appointed to the new national blood program of the American Red Cross as ARC southeastern area supervisor of centers nurses. She will assist in the development of a training program for nurses employed in the national blood program centers and mobile units.

Jerome N. Sampson is the new executive director of the Jewish Family and Children's Bureau in Baltimore, Maryland. He succeeds Edith L. Lauer.

Grace H. Babcock has been named mental hygiene consultant in the bureau of public health nursing, Minneapolis city health department.

Helen Hestad is the new maternal and child health nursing consultant in the same bureau.

Charles A. Bird became executive secretary of the Lima (Ohio) Community Chest in February. He was previously campaign assistant with the Louisville (Kentucky) chest.

Anthony DeMarinis has been appointed permanent director of the Family and Children's Service in St. Louis, Missouri.

Honors

To *Dr. Paul R. Hawley,* the Order of Saint Olav, commander grade, from the Norwegian Government for his wartime work with Norwegian forces through the government-in-exile in London. . . . To *Dr. J. A. Curran,* board member of the American Bureau for Medical Aid to China, the Order of the Shining Star from the Chinese Government, for his signal contributions to medical aid for China.

Kenneth L. M. Pray, dean of the School of Social Work at the University of Pennsylvania and a former president of the National Conference of Social Work, died in Philadelphia, on March 2 at the age of sixty-six.

Mr. Pray had also been serving as professor of social planning and administration at the school, which he joined in 1922 as director. He was previously executive secretary of the Public Charities Association and political editor of the old *Philadelphia Record.* His articles, pamphlets, and papers in the field of social work are widely known.

He was a technical social work consultant to the social affairs division of the UN Secretariat and a member of the Philadelphia committee on public affairs. Previously he had served as vice-president and chairman of the executive committee of the American Association of Social Workers, and as a member of the boards of the Pennsylvania Prison Society and the Pennsylvania State Industrial School at Huntington.

To *Dr. Claude H. Barlow,* who has sacrificed his own health to provide science with valuable clues for controlling bilharzia disease, common in Egypt, the Medal of Merit from President Truman. . . . To *Dr. Harry S. Gradle,* retired ophthalmologist, the first Pan American Medal of the National Society for the Prevention of Blindness, for his scientific contributions and leadership in this field.

To *Dr. William Muhlberg* and *Bleecker Marquette,* members of the Public Health Federation of Cincinnati, scrolls and engraved gold keys from the federation, for distinguished service to the cause of public health.

To *Robert H. MacRae,* executive vice-president of the Detroit Council of Social Agencies, an honorary degree of doctor of laws from Wayne University, for public service to his community. . . . To *Anna T. Case,* active volunteer in many of Akron (Ohio) civic groups, including the Akron Recreation Commission and the YWCA, election as president of the Akron board of education (she is the first woman to hold this post). . . . To *Lucile Petry,* chief of the division of nursing of the U. S. Public Health Service, selection for "*Look* Applauds," published in *Look* Magazine December 23, 1947. . . . To *Virginia Elliman,* ARC nursing director of Eastern Area office, the first Clara Dutton Noyes scholarship awarded since World War II.

To *Bernard M. Baruch,* the fifteenth annual Lincoln award, from Abraham Lincoln High School in New York, as the person deemed to have performed the most outstanding service to the City of New York in 1947. . . . To *Gustavus T. Kirby,* honorary president of the Boys' Athletic League, the 1948 Boys' Exposition Gold Medal for his "unselfish service in furthering the best interests of boys."

Died

Dr. Max Pinner, an authority on pulmonary diseases and editor of *The American Review of Tuberculosis,* died in Berkeley, California, in January at the age of fifty-six. A former chief of the division of pulmonary diseases at the Montefiore Hospital in New York, he was awarded the Trudeau Medal by the National Tuberculosis Association in 1946.

Dr. Midian O. Bousfield, a Chicago physician, widely active in the fields of public health and social welfare, particularly among Negroes, died in Chicago in February at the age of sixty-two. The recipient of the Medal of Merit and the first Negro to become a colonel in the Army Medical Corps, Dr. Bousfield was active in the National Urban League, the YMCA, and several housing bodies. He was a member of the planning committee for the White House Conference on Children and a consultant to the U. S. Children's Bureau.

TOWARD PUBLIC UNDERSTANDING OF CASEWORK : : *By Viola Paradise*

THIS NEW BOOK tells how social caseworkers and social casework agencies go about the task of securing public understanding, and the ways in which the usefulness of casework has grown through good understanding. It draws its material primarily from Cleveland, but it is written against a background of general study of casework and its interpretation. It is the final volume in the Studies in Public Relations Series, prepared by our Department of Social Work Interpretation.

5¼ x 7¾ 242 pages $2.00

RUSSELL SAGE FOUNDATION

130 E. 22d Street *New York 10, N. Y.*

(Continued from page 74)

tion on social welfare legislation, pointing up the implications for local communities. Others in the group expressed the hope that the Advisory Committee on Citizen Participation would work up a bibliography on methods and techniques of social action.

No concern for a textbook on technique was exhibited by one citizen in the group who offered, as one device for getting community action, "deliberately breaking the law." An intrigued group urged her on to tell her story, which involved a group of mothers who were "sick and tired of being told there was no way to get a playground for their kids." Their answer was to begin digging a swimming pool on one of the vacant lots in town. They were hailed into court for breaking the law—but P.S. they got the swimming pool!

The problem of "motivation," dealt with so profoundly and entertainingly by Dr. Julius Schreiber, director of the National Institute on Social Relations, at a dinner meeting the last evening of the conference, stumped members of this group. Given the facts, they said, and even given a change of attitude, how do you get the spark that spurs people to action? Person-to-person contact, talking it over in all the places things get discussed in the thousands of Hometowns was still the best bet, they decided.

This question was examined more closely by Dr. Schreiber, who characterized the immediate problem as that "of reaching the unorganized two thirds in most of our communities." He would substitute "honest group discussion" for propaganda, since "an emotional work-up in a person lasts until another guy with opposite convictions gets at him." To organize or be part of a group, it is necessary for us to try to understand the results of modern man's frustrations.

Man is a social animal and as such wants security and gratification. He wants to see a few of his hopes and ambitions materialize, he wants a home, a decent income, a chance to have a little fun. When these things are frustrated, anxiety sets in. In his unhappiness, he is afraid to risk change and clings tenaciously to ideas which sustained him in his earlier years, which are associated with security. His unwillingness to face the problems of the present make him a "selector-of-facts": he chooses from what he reads or hears, the facts which suit his preconceived notions, and discards the rest as bunk. Or he may be a "rationalizer," the person who says "I am not prejudiced, but I prefer..." "I can't stick my neck out," "You gotta be practical," or "After all, my father-in-law's in the real estate business." Name-calling, Dr. Schreiber told his audience, "happens because miserable creatures are painfully aware that change is occurring."

What the doctor orders here is "group discussion around things all members have in common and all feel are important." The group process, he said, equalizes us, dispels our loneliness and "gives rise to virtue and courage." To those who take leadership in group situations he warned that people cannot be talked out of their prejudices. "The only way to take people," he said, "is where they are, begin where their interests lie. In this, we must conspire with like-minded folk—conspire for progress."

The decision on the part of citizens to study and then act on the issues of the day, Dr. Schreiber believes, "would place mental health well within the grasp of the people." For the social factors which "gnaw away at emotional equilibrium, which frustrate even modest aspirations, which set man against man," are all man-made.

"They are born," he concluded, "out of struggle of conflicting interests, out of ignorance, and often out of shameless greed. But . . . they can be changed. It remains but to try."

THIS WAS A UNIQUE GATHERING OF America's Hometown folks. For the imagination to make the opportunity, credit is due the sponsoring organizations, with special recognition for Joseph P. Anderson, of the American Association of Social Workers, chairman of the Steering Committee which planned the Conference; and Mrs. De Forest Van Slyck of the Advisory Committee on Citizen Participation, who acted as program chairman for the Workshop.

It was an opportunity for some delegates to clear up confusions about social welfare programs and aims. For others it was a chance to learn about such things as the bill to create a Department of Health, Education and Security, the passage of which was urged by Mr. Ewing as vital in providing "a spokesman for Joe America at the level where it is needed—the Cabinet." But whatever else this experience meant, the majority came away hoping that this "first-of-its kind" meeting would prove to be the beginning of a significant partnership in the effort to conserve human resources. As the representative of one fraternal group remarked, "Being invited to attend this conference is an indication that the enormous potentialities (of citizen groups) is recognized by established welfare groups. Now let the channels be kept open!"

THE AMERICAN ASSOCIATION OF SCHOOLS OF SOCIAL WORK

accredits the following institutions offering graduate professional study. A two-year course leads to a Master's Degree. Schools marked with * offer a standard one-year curriculum. Inquiries may be addressed to individual schools or for general information write to Miss Sue Spencer, Executive Secretary, American Association of Schools of Social Work, 130 East 22nd Street, New York 10, N. Y.

ATLANTA UNIVERSITY SCHOOL OF SOCIAL WORK
247 Henry St., S. W., Atlanta, Ga.

BOSTON COLLEGE SCHOOL OF SOCIAL WORK
126 Newbury Street, Boston 16, Mass.

BOSTON UNIVERSITY SCHOOL OF SOCIAL WORK
84 Exeter St., Boston 16, Mass.

BRYN MAWR COLLEGE, Bryn Mawr, Pa.
Carola Woerishoffer Graduate Dept. of Social Economy and Social Research

UNIVERSITY OF BRITISH COLUMBIA
Department of Social Work, Vancouver, British Columbia, Canada

UNIVERSITY OF BUFFALO SCHOOL OF SOCIAL WORK
25 Niagara Square, Buffalo 2, New York

UNIVERSITY OF CALIFORNIA, Berkeley 4, Calif.
School of Social Welfare

CARNEGIE INSTITUTE OF TECHNOLOGY
Department of Social Work, Pittsburgh 13, Pa.

UNIVERSITY OF CHICAGO, Chicago 37, Ill.
School of Social Service Administration

UNIVERSITY OF DENVER, Denver 10, Colorado
School of Social Work

FORDHAM UNIVERSITY SCHOOL OF SOCIAL SERVICE
134 East 39th Street, New York 16, N. Y.

*THE SCHOOL OF SOCIAL WORK OF THE UNIVERSITY OF HAWAII, Honolulu 10, Hawaii

HOWARD UNIVERSITY, Washington 1, D. C.
Graduate School of Social Work

UNIVERSITY OF ILLINOIS, Urbana, Ill.
Division of Social Welfare Administration

INDIANA UNIVERSITY, Division of Social Service
122 East Michigan Street, Indianapolis 4, Ind.

UNIVERSITY OF KANSAS, Lawrence, Kans.
Department of Social Work

*LOUISIANA STATE UNIVERSITY, Baton Rouge 3, La.
School of Social Welfare

THE RAYMOND A. KENT SCHOOL OF SOCIAL WORK
UNIVERSITY OF LOUISVILLE, Louisville 8, Ky.

LOYOLA UNIVERSITY SCHOOL OF SOCIAL WORK
28 North Franklin Street, Chicago 6, Ill.

MCGILL UNIVERSITY SCHOOL OF SOCIAL WORK
3600 University St., Montreal, Canada

UNIVERSITY OF MICHIGAN INSTITUTE OF SOCIAL WORK
60 Farnsworth Ave., Detroit 2, Michigan

UNIVERSITY OF MINNESOTA, Minneapolis 14, Minn.
School of Social Work

UNIVERSITY OF MISSOURI, Columbia, Mo.
Department of Social Work

NASHVILLE SCHOOL OF SOCIAL WORK
Nashville 4, Tenn.

NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE OF THE CATHOLIC UNIVERSITY OF AMERICA
Washington 17, D. C.

UNIVERSITY OF NEBRASKA, Lincoln 8, Nebr.
Graduate School of Social Work

THE NEW YORK SCHOOL OF SOCIAL WORK
of Columbia University
122 East 22nd St., New York 10, N. Y.

UNIVERSITY OF NORTH CAROLINA, Division of Public Welfare and Social Work, Chapel Hill, N. C.

OHIO STATE UNIVERSITY, Columbus 10, Ohio
School of Social Administration

*UNIVERSITY OF OKLAHOMA, Norman, Oklahoma
School of Social Work

*OUR LADY OF THE LAKE COLLEGE, Graduate School of Social Service, San Antonio 7, Tex.

UNIVERSITY OF PENNSYLVANIA, Philadelphia 3, Pa.
Pennsylvania School of Social Work

UNIVERSITY OF PITTSBURGH, Pittsburgh 13, Pa.
School of Social Work

UNIVERSITY OF PUERTO RICO, Piedras, Puerto Rico
Department of Social Work

SCHOOL OF SOCIAL SERVICE
SAINT LOUIS UNIVERSITY, St. Louis 3, Mo.

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK
51 Commonwealth Ave., Boston 16, Mass.

SMITH COLLEGE SCHOOL FOR SOCIAL WORK
Northampton, Massachusetts

UNIVERSITY OF SOUTHERN CALIFORNIA, Los Angeles 7
Graduate School of Social Work

UNIVERSITY OF TORONTO, Toronto 5, Canada
School of Social Work

TULANE UNIVERSITY, New Orleans 15, Louisiana
School of Social Work

*UNIVERSITY OF UTAH, SCHOOL OF SOCIAL WORK
Salt Lake City, Utah

*STATE COLLEGE OF WASHINGTON, Pullman, Wash.
Graduate School of Social Work

UNIVERSITY OF WASHINGTON, Seattle 5, Wash.
Graduate School of Social Work

WASHINGTON UNIVERSITY, St. Louis 5, Missouri
The George Warren Brown School of Social Work

WAYNE UNIVERSITY, Detroit 2, Michigan
School of Public Affairs and Social Work

WESTERN RESERVE UNIVERSITY, Cleveland 6, Ohio
School of Applied Social Sciences

*WEST VIRGINIA UNIVERSITY, Morgantown, W. Va.
Department of Social Work

COLLEGE OF WILLIAM AND MARY, Richmond 20, Va.
Richmond School of Social Work

UNIVERSITY OF WISCONSIN, Madison 6, Wisc.
Department of Social Work

The Association also offers consultation and field service to undergraduate colleges concerning pre-social work education. Inquiries addressed to the National Office will be welcomed.

DIRECTORY OF SOCIAL ORGANIZATIONS

American Red Cross

THE AMERICAN NATIONAL RED CROSS. Administered through national headquarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,751 local chapters, organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces and Services to Veterans (including Home Service), International Activities, Disaster Preparedness and Relief, Medical Services, the National Blood Program, Nursing Services, Nutrition Service, First Aid, Water Safety and Accident Prevention, Volunteer Services, American Junior Red Cross, and College Units.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. William Ziegler, Jr., President; Robert B. Irwin, Executive Director.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 5287 Sunset Blvd., Los Angeles 27, Calif.

Foundation

RUSSELL SAGE FOUNDATION—For the improvement of social and living conditions —Ralph G. Hurlin, Acting General Director, 130 E. 22nd St., New York 10. Departments: Industrial Studies, Library, Social Work Administration, Social Work Year Book, Statistics, Studies in the Professions. The publications of Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

Racial Adjustment

NATIONAL URBAN LEAGUE with 54 branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. During war and post-war period specializes in securing full use of Negro manpower in production and reconversion. Publishes "Opportunity," Journal of Negro Life, and other special bulletins on interracial and community problems. Provides fellowships in Social Work and Labor Relations. Gifts solicited. 1133 Broadway, New York 10.

TUSKEGEE INSTITUTE, since 1881, has followed a program of service in offering practical training for Negro youth and in promotion of interracial good will. Maintains Department of Records and Research for compiling and releasing pertinent information on race relations and Negro progress. Published material available. F. D. Patterson, President, Tuskegee Institute, Alabama.

Child Welfare

BOYS' ATHLETIC LEAGUE, INC., 112 East 19th Street, New York 3. Algonquin 4-1753. Arranges invitation tournaments in indoor and outdoor sports for Boys' Clubs, Social Settlements, Community Centers, Church Houses, Y. M. C. A.'s, Y. M. H. A.'s, etc., throughout Greater New York. Gustavus T. Kirby, Honorary President; Malcolm Van Zandt, President; Stanley deJ. Osborne, Treasurer; Willard L. Kauth, Director. Sponsors: The Benjamin Harrison Recreation Center, 657 Tenth Avenue; The Lincoln Recreation Center, 235 West 113 Street; Tot-Lot Playground, 422 West 49th Street; Camp Sebago, Camp Wakonda and Camp Orenda in the Palisade-Interstate Park; Co-Sponsor School Settlement, 120 Jackson Street, Brooklyn; Lafayette Community Center, Sumner and Lafayette Streets, Brooklyn.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Amory Houghton, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CAMP FIRE GIRLS, INC., 88 Lexington Ave., New York City 16. Dr. Bernice Baxter, President; Miss Martha F. Allen, National Executive. Founded by a group of educators; incorporated 1912. Oldest national organization in America serving girls, provides health and character building program, with emphasis on home skills. Age groups served are Blue Birds (7-9 years), Camp Fire Girls (10 through junior high school age), and Horizon Clubbers (senior high through junior college).

CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., 11 South LaSalle Street, Chicago 3, Illinois. E. W. Palmer, President; Lawrence J. Linck, Executive Director. The Society through its 2000 state and local member units seeks to provide health, welfare, educational, recreational, vocational and employment services to all types of handicapped persons, adjusting its services to each community and the programs of other agencies. Maintains special cerebral palsy services; consultation by professional staff; loan library. Financed by annual sale of Easter Seals. Publishes "The Crippled Child," a magazine for parents of handicapped children, bimonthly, $1.00 a year.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK, 82 N. High St., Columbus, Ohio; Leonard W. Mayo, President, Cleveland, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $7.50. 75th Annual Meeting, April 17-23, 1948, Atlantic City, N. J.

This DIRECTORY appears in Survey Midmonthly twelve times a year.
Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

Health

AMERICAN HEARING SOCIETY — 1537 35th Street, N.W., Washington 7, D. C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $3.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Service. C. Stewart Nash, M.D., president; Harry P. Wareham, Executive Vice President.

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado. Samuel Schaefer, Executive Director, Allan Hurst, M.D., Medical Director. Free, non-sectarian for needy tuberculous adults and children. (Kosher dietary.) Maintains children's service. Medical, educational, vocational, occupational, psychological, psychiatric and social services. H. J. Corper, M.D., Research Director; Mrs. Ruth Hornbein, Director of Social Service and Vocational Therapy. New York area: 19 West 44th Street, Philip Houtz, director; applications to Mrs. Erna L. Lindebaum, director of Social Service. Philadelphia area: 1831 Chestnut St., David Mahler, director. Chicago area: 58 E. Washington, Gene Pollick, director. Los Angeles area: 747 So. Hill St., Albert J. Silverman, director. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 39 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City. WIckersham 2-8600. Honorary Chairman, Margaret Sanger. Chairman, The Rev. Cornelius P. Trowbridge; Acting Medical Director, Mary Steichen, M.D.

MARGARET SANGER RESEARCH BUREAU
17 W. 16th St., N. Y. City. WA 9-6200.
MARGARET SANGER, Director.
Every day 9 A.M. to 4 P.M.
Saturday 9 A.M. to 1 P.M.
Wednesday & Thursday evenings 5:30 to 8 P.M.

Recreation

NATIONAL RECREATION ASSOCIATION —325 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic field and other recreational facilities.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities: —Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormick, Exec. Dir. Robt. R. Hannum, Dir. of Vocational Placement.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York 10. National membership personnel record service. Professional histories available to prospective employers upon request. Counseling and Placement Service discontinued February 1, 1948. Joe R. Hoffer, Executive Director.

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32nd Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; S. D. Gershovitz, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHA'S, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

"The JOURNAL OF SOCIAL CASEWORK is even more meaningful to me now as a volunteer and a board member. Besides, a goodly number of our community count on borrowing it from me for source material."

A former social worker

You may beg or borrow it, but the better way is to subscribe to

JOURNAL OF SOCIAL CASEWORK

Staff members, as well as volunteers and board members of social agencies, will find the April, 1948, issue typical of the JOURNAL's sound professional content. Among the articles are:

Public Assistance in 1948, by Jane Hoey

Interpretations in Casework Therapy, by Ralph Ormsby

The Child Away From Home, by John E. Dula

Psychopedagogical Approach to Social Casework in Prague, by Marie Krakesova-Doskova

Rates until May 1:
one year—$2.75
two years—$5.00

122 East 22 Street
New York 10

(Continued from page 77)

dictionary? Then suddenly a wave of warm emotion swept through her. How kind, how extraordinarily kind that these people should go to this trouble for her.

She turned. "But you really shouldn't have done this for me. Thank you . . . thank you all very much."

Mrs. Graham looked toward her husband.

"Yu allays done so much fer us . . . now them days werk . . . we got the little kids' shoes." Kathy and Bobby each stuck out a foot and twirled on the heel of a shiny new shoe. He went on, "We jest can't say thanks in werds fer what yu done."

Watching the man's harried anxious face contorted in the effort to convey his appreciation, suddenly a terrible anger rose within Miss Henley. Grateful? Grateful for what? Grateful because a social worker was administering just enough of a palliative to keep him alive and quiet? Grateful for an economic system which doled out three days' work chopping wood, once in three years, to a skilled craftsman?

Her voice choked. Sternly she clipped the words, "Really, Mr. Graham, you don't owe me, or anyone else, a thing."

She picked up the carton and hurriedly started toward the stairs. "Nevertheless I do thank you for this, all of you." She flung over her shoulder, "It means . . . a lot to me."

Baffled, the Grahams stared after her.

(Continued from page 87)

are most likely to result in normal, happy and fruitful marital relationships."

Annual Report

Answering the question "Has the Tide Turned?" in the postwar rise of VD infection, crime, and broken family life, the 1947 annual report of the association distributed at the meeting, concludes that the signs are hopeful.

Interest in education for marriage and parenthood continues to grow, according to the report. There are signs that the divorce rate is beginning to level off. The nation's large cities have continued good law enforcement against prostitution after the termination of wartime controls, although some cities of about 100,000 population have permitted the rackets to

(Continued on page 95)

LAW OF MARRIAGE AND DIVORCE ONLY $1.00

by Richard V. Mackay

Answers questions about — Annulment, Separation, Alimony, Property Rights, Separation Agreements, etc. Covers the law in 48 states. Valuable charts included! Send $1.00 today and we'll mail your 74-page book postpaid.

(Also publisher of HOW TO MAKE A WILL IN 48 STATES. ADOPTION LAWS IN 48 STATES. $1.00 each, postpaid).

OCEANA PUBLICATIONS, Dept. 174
115 W. 42nd St., New York 18, N. Y.

How about giving

THE SURVEY midmonthly

to members of

your Board?

Social Workers!

"In our kind of world there is more need than ever before for the proper development of recreation facilities and services. . . . In the light of the seriousness of the world situation, we need to relate the things that we do most earnestly to that which matters most."—*Dr. Henry S. Leiper, Executive Secretary, American Committee, World Council of Churches, appeared in RECREATION, December 1947.*

RECREATION MAGAZINE

Covering recreation in its many ramifications — fresh thinking, new ideas, current philosophy, recreation for communities, groups, individuals, ways of work, program ideas, leadership standards, news.

Subscription	Club Rates	Single Copies
$3.00	$2.50	35c

SEND FOR A SAMPLE COPY

NATIONAL RECREATION ASSOCIATION
315 Fourth Ave., New York 10, N. Y.

WORKERS WANTED

NATIONAL JEWISH COMMUNITY ORGANIZATION desires directors for large metropolitan areas. Work entails administration, programming and organizing. Community organization and/or group work experience required. State experience, educational background, last position held, last salary and other pertinent information. 8713 Survey.

CASEWORKER with graduate training, experienced in family and children's work, for a small multiple functioning Jewish agency. Challenging opportunity. Salary according to qualifications. Write Jewish Social Service Bureau, 45 Church Street, Patterson, N. J.

CASEWORKERS (two): Male or female; salary range up to $3,000, depending upon qualifications. Challenging opportunity. Family & Children's Service, 602 S. Cheyenne, Tulsa, Oklahoma.

CASE WORK SUPERVISOR, for multiple service agency. Interesting and challenging opportunity. Entire agency caseload seldom exceeds 125. Staff of five case workers. Western New York industrial community. Starting salary $3600. 8717 Survey.

SOCIAL WORKER—trained and experienced in institutional management, to act as resident manager in home for pre-delinquent girls. Native Texan with understanding of Latin-Americans preferred. Mrs. John Ray, 220 Alta Plaza, Corpus Christi, Texas.

CASEWORKERS (2), one with graduate training and experience, to qualify shortly for supervisory responsibility. Supervision currently available for partially trained worker. Salary range for positions, $2400 to $2800 or higher depending on individual qualifications. Family Service Association, 116-A West Kirk Avenue, Roanoke, Virignia.

CASE WORK POSITIONS—Full and part time. Part time employees work weekends while attending Chicago graduate schools of social work. Personnel policy sent upon request. Interviews arranged at Atlantic City National Conference of Social Work, or as desired. Write Travelers Aid Society, R. 443, Grand Central Station, Chicago 7, Illinois.

WORKERS WANTED

STENOGRAPHIC ASSISTANT (WOMAN) FOR ADMINISTRATIVE STAFF OF THE FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. SEND DATA SHEET TO AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, KENTUCKY.

CASE WORKER for Family Welfare Agency. Would accept graduate with no experience or student in training. Please state salary expected. Mrs. Earl C. Brandel, Court House, Portsmouth, Ohio.

PSYCHIATRIC SOCIAL WORKERS. Supervisor at minimum salary of $4000, and an assistant at $3600 for a mental hygiene clinic now being established. Training required. Write Dr. Carl H. Hamann, 4500 North Second Street Road, Rockford, Illinois.

SUPERVISOR of Family Service in well-known Midwestern multiple function Jewish agency with total trained professional staff of eleven. Opportunity for special administrative and community projects. Mr. Callman Rawley, 404 South 8th Street, Minneapolis, Minn.

SOCIAL WORKERS—male. City office State Training School for Boys. Salary begins $3176 including cost of living adjustment; yearly increment $120. Case work with delinquent boys. Accredited graduate school training and case work experience with children required. Apply Case Supervisor, 205 East 42nd Street, Room 515, New York City 17.

CASEWORKER. Female, graduate of accredited school of social work, for family case-work with Jewish agency. Good salary. Opportunity for some community organization. Write fully concerning qualifications to Jewish Welfare Service, 18 South Stockton Street, Trenton, New Jersey.

SOCIAL WORKER, woman, age 25-40, member Lutheran church, college graduate. Completion of one year graduate study plus two years experience as a case worker in private or public family or child welfare agency, or one half year graduate study plus five years experience. $3,000. Lutheran Inner Mission Society, 1002 11th St., N.W., Washington 1, D. C.

WORKERS WANTED

CASE WORKERS in adoption and intake. Two vacancies for young women graduates of an accredited school of social work and experienced in child placing. Salary $2,550 to $2,915 depending on qualifications. Opportunities for advancement. Philadelphia Bureau—Children's Aid Society of Pennsylvania, 311 S. Juniper Street, Philadelphia 7, Pa.

CASE WORKERS with either full or incomplete training, and preferably with at least one year of successful family case work or child care experience. Salary range $2600 to $3400. Write Jerome N. Sampson, Jewish Family and Children's Bureau, 319 West Monument Street, Baltimore 1, Maryland.

WANTED: Social Worker to take charge of birth control project. Must be mature, experienced in rural work, have initiative and diplomatic ability, a thorough knowledge of Spanish and be willing to live in Puerto Rico for two years. Attractive salary. Apply to 8692 Survey.

CASEWORKER for families and children. One year or more graduate training desired. Good personnel practices. Salary dependent upon training and experience. Indiana. 8701 Survey.

CASE WORKER experienced in family and children's work, especialy in the latter field, for a small multiple function Jewish agency in a middle size, midwestern community. Opportunities for student supervision, community and group work-case work activities. Salary range between $3,000 and $3,800. 8661 Survey.

GRADUATE CASE WORKERS—Men and Women—by the New York City Jewish Family Service, an agency whose major function is the treatment of problems of family relationships. We are interested in *experienced* applicants who have developed, through training and practice, positive skills in understanding and dealing with people and who have demonstrated their capacity to use those skills. Salary range for such workers $3100-$3700. Write, or telephone, Mrs. Gertrude R. Davis, 113 West 57 Street, New York 19—Circle 5-8880.

SOCIAL SERVICE WORKER (WOMAN) FOR FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. FOR INFORMATION, WRITE AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, LESLIE CO., KENTUCKY.

CASE WORKER, psychiatric training, graduate accredited School of Social Work. Salary scale $2530-$3250. General Hospital. 8702 Survey.

CASEWORKER—with M.S.S. and experience in family and children's work for a small multiple function Jewish agency in Youngstown, Ohio. Unusually good opportunity for case-work-group work integration. Excellent opportunity to learn at first-hand community organization and administration. Salary open, depending upon qualifications. Jewish Family & Children's Service, 646 Bryson Street, Youngstown 2, Ohio.

CASEWORKER for Day Nursery operated by Family Service agency. Must have full training. Opportunity for play therapy interviews, analytic consultation, participation with trained casework staff. Complete personnel practices. Salary according qualifications: Caseworker I—$2400-$2760; Caseworker II—$2580-$3780. Write Executive Secretary, Family Service Society of St. Louis County, 107 South Meramac Avenue, Clayton 5, Missouri.

ADMINISTRATIVE ASSISTANT for large Jewish Community Center in Eastern City. Graduate School of Social Work preferred. State experience, qualifications, salary expected and when available. 8676 Survey.

CASE WORKER (1) and **SUPERVISOR** (1). Challenging opportunity in Midwestern nonsectarian institution for dependent children in expanding program to include foster Home and adoptive placements. M.S. degree and experience in child welfare or psychiatric case work required. Salary $3000-$4200. Full maintenance available. 8712 Survey.

CASEWORKER: Opening in multiple service agency for caseworker in Family Service and in Child Placement Departments. Classifications Caseworker I and II provide salary range $2400-$4500. Placement on scale dependent upon experience. Write Jewish Social Service Bureau, 15 Fernando Street, Pittsburgh 19, Pa.

POSITIONS OPEN IN ALASKA
ALASKA DEPARTMENT OF PUBLIC WELFARE

DISTRICT WORKER

Salary Range: $285.00-$315.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.
Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in a supervisory capacity.

CHILD WELFARE WORKER

Salary Range: $270.00-$300.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.
Experience: 1 year in the past 5 years of social work in child welfare.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 Juneau, Alaska

CASE WORK SUPERVISOR

Qualifications:

Graduation from School of Social Work with successful supervisory experience, preferably in both the children's and family field. Leadership ability.

Duties:

To carry responsibility for the case work program of the agency through supervision and a planned program for staff development. To work with the Executive Director in planning, formulating, and carrying out agency policies and procedures and in interpreting the agency function to the community.

Salary:

$3500-$4700 beginning salary in relation to qualifications.

The Agency:

Has an active and interested Board of Directors and assumes State-wide leadership in its field. Training center for a Boston School of Social Work.

The Community:

One of the most interesting cities in the North East. Ideal climate for winter and summer sports.

Write:

Miss Janice Bowen, Executive Director, Child and Family Services, 187 Middle Street, Portland 3, Maine.

WORKERS WANTED

CASEWORKER for child placing agency. Completion of master's degree or major portion of graduate work required. Write giving details of education and experience, references, minimum salary acceptable. Children's Service League, 717 South Grand Avenue, East, Springfield, Illinois.

WANTED: Carefully trained, educated and experienced Senior Case Worker for statewide non-sectarian child placing agency. Must be able to furnish suitable references. Person with Southern experience preferred. Permanent position assured. Salary range from $3,000 to $3,600. Must have had some experience in administrative capacity. Apply to Children's Home Society of Florida, 403 Consolidated Building, Jacksonville.

CHILD WELFARE SERVICES in Pennsylvania needs workers in rural counties. Salary range $2562-$2838. Qualifications: college, 3 years experience (1 child-placing). Substitutions: professional degree for required experience, 1 year professional study for 2 years experience. Several vacancies. Retirement plan, in-service training, educational leave. Write to Helen C. Hubbell, Chief, Division of Rural Child Welfare, Department of Welfare, Harrisburg, Pennsylvania.

MEDICAL SOCIAL WORKERS WANTED. Challenging opportunity for medical social workers, who are of Lutheran faith, to assist in the development of a nation wide service to tuberculosis patients. Progressive program and excellent supervision for staff development. Recognized personnel practices. Graduation from an approved school of social work required. (Under Lutheran auspices.)
Applications also invited for scholarships leading to degree in medical social service.
For further information address Wheat Ridge Foundation, Wheat Ridge, Colorado.

CASEWORKER: Professionally qualified and experienced for stimulating work with children in a family agency program. Psychiatric staff consultant. Excellent salary. Jewish Family Service, 152 Temple Street, New Haven 10, Connecticut.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.
GRADE I .....$2580-$2936
GRADE II .....$2664-$3312
GRADE III .....$3144 up
APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

CASEWORKER with graduate training wanted for work in small agency, specializing in work with adolsecent girls—counseling and foster home care. Salary range, $2375-$2990. Girls' Service Bureau, 2139 Locust Street, Philadelphia 3, Pa.

CASE WORKER—with M.S.S. or one year in graduate school plus experience. Excellent working conditions. Salary according to qualifications and experience. 8664 Survey.

SUPERVISOR OF CASEWORK, for multiple service family casework agency. Interesting and challenging opportunity. Salary range $3600-$4500 annually. Write Director, Jewish Social Service Bureau, 127 N. W. Second Street, Miami 36, Florida.

CASEWORKERS—Catholic Family and Child Care Agency has two staff vacancies. Salary in accordance with professional training and experience. Opportunity for advancement. At least one year's graduate training required. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.; M. S. degree required; salary range $2700-$3925; appointment within range, depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

RATES
Classified Advertising
Display . . . . . **35c per line**
Non-display . . . . . **8c per word**
Minimum Charge . $1.50 per insertions
Discounts . . 10% on six insertions
CASH WITH ORDER
Survey Midmonthly
112 East 19 Street New York 3

(Continued from page 93)

creep back. Of 240 communities studied by the association during the past year, 32 percent were found to have good conditions of law enforcement against prostitution; 26 percent fair; 11 percent poor; 20 percent bad.

A study conducted by the association last year showed that 66 percent of industrial plants with approved medical departments now administer pre-employment tests for syphilis. Quackery in the treatment of VD, though decreasing, still continues to victimize many VD patients. Over-the-counter treatment of VD by druggists has all but disappeared.

Last year the association, which now has 250 affiliate societies in twenty-eight states, distributed without charge 225,338 educational pamphlets and sold 447,566 at basic cost. A readership of 10,000,000 was reached through popular magazines which show a growing interest in material on sex hygiene. Newspapers, which used to consider this subject taboo, last year devoted to it over 5,000 column inches of space.

Largely as a result of the association's efforts, a permanent center for training teachers of education for family life was established last year at the University of Denver. The association is now working for the establishment of a similar center for the eastern part of the country.

The association's committee on international relations and activities has sent much-needed information and materials to fifty-seven countries, and has supplied program-planning materials to forty visitors from abroad. Field visits were made to twenty-five nations. The committee also has provided liaison services to twenty members of the UN Secretariat, the Economic and Social Council, the Interim Commission of WHO, and UNESCO.

Elections

Philip R. Mather, president of the National Health Council, was awarded the William Freeman Snow Award for Distinguished Service to Humanity, and was elected to the presidency of the association. He succeeds Dr. Ray Lyman Wilbur, chancellor of Stanford University, who was elected honorary president. Dr. Edward L. Keys, retiring honorary president, was presented with a scroll signed by outstanding people in the social hygiene field, in recognition of his years of service.

THE BOOKSHELF

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

ZALAINE HULL
PERSONNEL CONSULTANTS
(Donaldson & Hull Agency)
135 Broadway New York 6, N. Y.
Phone: BArclay 7-8125

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. PL. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

SITUATIONS WANTED

EXECUTIVE, thoroughly experienced in recreational and institutional administration, desires position with progressive agency. 8715 Survey.

TRAINED AND EXPERIENCED (20 years) **INSTITUTION MANAGERS.** Man and wife experts in organizing, modernizing and financing private institutions. Have doubled income and endowment, reorganized, rebuilt and standardized. Employed at present but seek challenging opportunity. Highest references furnished. Accept year by year contract or short time counseling service. 8683 Survey.

EXECUTIVE position wanted by trained and experienced Protestant woman, capable of carrying complete administration Child Care Institution for the normal or handicapped child. Available March 1st. 8679 Survey.

INSTITUTIONAL, Private School, Camp, Housefather, Counselor, Recreation Director, mature, references, college, experienced child guidance, available immediately. 8671 Survey.

MAN seeking executive, supervisory positions. Education: graduate degree including Masters Social Work. Trained psychiatric and medical social worker, General Medical, Surgical, Neuropsychiatric Hospitals. Experience public, private agencies both administration and supervisory levels. 8711 Survey.

EXPERIENCED EXECUTIVE desires position with progressive child placing agency or children's institution. Ten years' successful administrative experience with private children's agencies and institutions. Thoroughly familiar with current trends in child welfare. School of Social Work graduate. Married. Excellent references. 8714 Survey.

MAN, married, age 50, excellent references, experience; psychiatric case work, children, adults; administration, community organization, industrial relations, available. 8716 Survey.

EXECUTIVE position with aggressive, liberal group work or community organization. Male, age 33, married, one child. Masters in Group Work Administration. Eight years in field. Presently employed as Program Director. 8718 Survey.

CASEWORK AIDE, college graduate, sociology major, three years social work experience, student New York School of Social Work, part time position. 8724 Survey.

EXECUTIVE, administrative or responsible field staff position sought, preferably with Jewish, non-sectarian or community council. Nine years experience in family and child welfare, research, personnel administration, overseas refugee work; M.A. 8723 Survey.

The University of Chicago

School of Social Service Administration

ACADEMIC YEAR 1948-49

SUMMER QUARTER, 1948

First Term—June 26-July 30
Second Term—August 2-September 4

Autumn Quarter begins September 28

Winter Quarter begins January 3

Spring Quarter begins March 28

ANNOUNCEMENTS

Giving complete program and requirements for admission will be sent on request.

THE GEORGE WARREN BROWN SCHOOL OF SOCIAL WORK

WASHINGTON UNIVERSITY

SAINT LOUIS 5, MISSOURI

A two-year professional course leading to the degree of Master of Social Work.

Specialization is available in several fields including medical, psychiatric, family case work, child welfare, social group work, public welfare administration, and social welfare organization.

A limited number of scholarships are available to qualified students. Prompt application is urged.

Limited enrollment makes early application advisable for those desiring admission for the fall of 1948.

For further information write to the Dean.

BOSTON UNIVERSITY SCHOOL OF SOCIAL WORK

Case Work. Psychiatric Social Work. Medical Social Work. Group Work.

Fall semester begins on September 15, 1948.

Two summer terms beginning on June 1 and July 12, 1948, for experienced social workers.

For information and catalogue, apply to the Dean.

84 Exeter Street **Boston, Massachusetts**

THE UNIVERSITY OF ILLINOIS

Division of Social Welfare Administration

Academic Year 1948-1949

A two-year professional course leading to the degree Master of Social Work. Specialization is available in several fields.

Those desiring admission for the Fall of 1948 should make early application. For further information, write to the Director, 314 Lincoln Hall, University of Illinois, Urbana, Illinois.

BRYN MAWR COLLEGE

Bryn Mawr, Pennsylvania

GRADUATE DEPARTMENT OF SOCIAL ECONOMY AND SOCIAL RESEARCH

Graduate Programs with concentration on

CASE WORK COMMUNITY ORGANIZATION
MEDICAL SOCIAL WORK
SOCIAL ADMINISTRATION SOCIAL RESEARCH

Courses open to qualified graduates of colleges of recognized standing who have had preliminary work in the Social Sciences.

For further information write to the Secretary of the Department

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK

Professional Education Leading to the degree of M.S.

Medical Social Work
Psychiatric Social Work
Community Work
Family and Child Welfare
Social Research

Catalog will be sent on request.

51 Commonwealth Avenue **Boston, Mass.**

VOL. LXXXIV NO. 4

THE SURVEY MIDMONTHLY

APRIL 1948

What Makes Progress

Making more of what you've got is an old story for social workers. It has always been a sound operating premise that the funds, facilities, and specialized personnel would be inadequate for known needs. Often the result has been merely dilution of service, too often to such an extent that little remains of the principle upon which the service is based. This is true when family needs are budgeted and relief subsequently granted on the basis of 40 percent or less; or when the staff of a "supervised" program consists of a few high school or college students during the summer vacation. Closely akin to diluted service is the familiar overloading of professional workers—a practice costly to both staff and clients.

More constructive ways of extending and improving service have been developed in organization and administration. Mergers of agencies operating in the same or related fields have often provided more and better service because of increased efficiency and reduced drain on resources for administrative services. A by-product of the community chest movement equals perhaps its original motivation. Concentration of responsibility for financing in the executive staff of the chest has released the specialized workers of agencies for service in areas of their greatest competence. Careful and intelligent use of volunteers is another and important program which was greatly stimulated and expanded during the period of wartime pressures.

The best answers of all in better serving more people have come from resourcefulness, imagination, and reconsideration of established methods and programs. Necessity as the mother of invention has served social work well. Three articles in this issue tell of ways in which existing resources have been utilized to give more people a better quality of professional service. Dr. Bluestone tells how a hospital, by making the home an adjunct of the hospital, added the equivalent of at least one hundred beds to the institution's facilities. Skilled application of casework service, as described by Margaret Ryder, in the use of nursing homes increased both the quality of service given and the number of aged for whom these homes provided a resource. Katharine Ecob tells how mental hygiene clinics can be built by the skillful piecing together of little fragments of professional service.

It is in reporting such developments that THE SURVEY has one of its greatest opportunities for service. They are the stuff of which progress in social work is made.

Growing Family

THE SURVEY announces with pride the addition of some seventy members to its growing staff. It is hoped that within the next few months this number will increase to well over one hundred. While these new members do not appear on the payroll, they are definitely part of the editorial family.

Included in this number are a dozen SURVEY chairmen in key cities around the country. The remainder are official correspondents designated by health or welfare directors of departments in the various States and the Territory of Hawaii. About a month ago we wrote to various state directors, asking for the appointment of a representative who would be responsible for sending us information about legislative, administrative, or other developments which might have national interest. The widespread willingness to cooperate and the many expressed beliefs in the importance of SURVEY's function were a source of real encouragement.

We are particularly happy because of the opportunity which this enlarged family provides of increasing the freshness and breadth of our coverage and also because, by this much more, the magazine is truly a cooperative effort of the social work profession.

Thomas Devine

SO THEY SAY

CORRECTION

To THE EDITOR: I called this morning regarding the typographical errors which seem to have crept into my article, "The Vulnerability Index," in increasing number from my first typewritten draft to the final printed page in THE SURVEY, January 1948.

I am identifying the errors which I have found and the suitable correction:

Page 5, column 1, population trend index value formula: Should read: State, 75.6; instead of: State, 57.6.

Page 5, column 1, text discussion, line following formula: Should read: City 11; instead of: City II.

Page 6, Table III, line one: Should read: Sample One, City 1; instead of: Sample Two, City I.

Page 6, Table III, line two: Should read: Sample Two, City 11; instead of Sample Two, City II.

Page 5, column 1, population trend index value formula: Should read: Specific City, $x = 104.5$; instead of: Specific City, $x = 107.5$

DOUGLAS H. MACNEIL
Director, Division of Community Services for Delinquency Prevention, New Jersey Department of Institutions and Agencies

FORWARDED BY THE AUTHOR

DEAR MISS BOYLAN: I had meant to write you already a word when your thoughtful report "Rebuilding Social Services" appeared in THE SURVEY, October, 1947. In my correspondence with Dr. Wilmer Froistad of OMGUS, Berlin, I had already earlier learned of your study of training facilities in Germany. Your warm, sympathetic understanding for the social and professional needs certainly is appreciated by those who know conditions in Germany.

The touching "Page from a Berlin Caseworker's Diary" in the February SURVEY adds another valuable information for many of our social workers and students who are becoming more interested in the international scene of our profession. I sincerely hope that the realistic description of the unending difficulties and limitations which the worker faces under such health and social conditions will find some consideration at the Conference at Atlantic City in April.

I wish to thank you for sharing your experience and thinking with all through THE SURVEY.

WALTER A. FRIEDLANDER
Chairman, Committee on International Social Work, School of Social Welfare, University of California

MY DEAR MISS BOYLAN: I was much interested to read your letter in the last SURVEY *midmonthly,* and the letter from the German social worker—what a picture she painted! I have several numbers of the SURVEY GRAPHIC, among them the special enlarged numbers. Would it be useful to send them to Germany, or to some agency here which is sending such material? I should be glad to forward my copies to the place where they might be useful.

I am sorry to bother you with this question for you must be very busy. I am not active at all in the field of social work . . . but I still read the *Midmonthly.* ELEANOR JOHNSON
Hartford, Connecticut

DEAR MISS BOYLAN: In response to your letter in the [February] SURVEY *midmonthly* magazine, we shall try to take up your challenge to the best of our ability.

If you will send me five names and addresses, I will see that they are acted upon within a reasonable length of time. If you would inform me as to the most needed literature, Catholic or secular, I shall try to procure same.

ALBERT J. MCALOON
Prevention Coordinator, Juvenile Court, State of Rhode Island and Providence Plantations

ENCOURAGEMENT

. . . Congratulations all around on the renasence of the *Midmonthly* as a readable periodical without loss of its value as an organ, primarily, of professional social workers. I trust it will help you in the difficult job of gaining larger support. BRUNO LASKER
Yonkers 2, N. Y.

TO THE EDITOR: . . . my reading is so restricted, I still use what eyesight I am permitted, to read the SURVEY GRAPHIC and THE SURVEY *midmonthly.* If there were a national poll taken on the most valuable magazine published you can rest assured I'd vote for yours. MRS. LOUIS J. AFFELDER
Pittsburgh, Pa.

CONTENTS

Home Care ..... E. M. BLUESTONE, M.D. 99

Nursing Home Placement .... MARGARET B. RYDER 102

Part Time Mental Clinics .... KATHARINE G. ECOB 105

Memo for D. A. ..... ELEANOR LAKE 107

Mr. Chairman 109

Washington Byways 112

The Kinsey Report ..... KATHRYN CLOSE 113

Epitomes 121

The Country Over 123

Book Reviews 128

About People 130

Copyright, 1948, Survey Associates, Inc.
All rights reserved.

THE SURVEY
Midmonthly

Paul Kellogg, *Editor.*
Thomas Devine, *Executive Editor.*
Marion Robinson, *Associate.*

Associate editors: Beulah Amidon, Ann Reed Brenner, Kathryn Close, Cora Emme, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent; *Washington correspondent,* Nora Piore.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Business manager, Walter F. Grueninger; *Circulation manager,* Rosamond Lee; *Advertising manager,* Edwin F. O'Halloran; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.

A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors

Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretary,* Ann Reed Brenner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B. Scandrett, Jr., Lowell Shumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Joint subscription, both magazines—Year $6; Canadian and foreign, $7.

Home Care
An Extramural Hospital Function

E. M. BLUESTONE, M.D.
Director, Montefiore Hospital, New York

When a hospital limits its precious facilities to those who have been admitted within its portals, it inevitably invites ineligible patients to hospital beds, who can do as well at home. Such a policy often prevents the hospital from achieving its maximum of usefulness, though this still seems to be acceptable to those who bear the burden of the cost.

But the hospital that serves the public best does not limit its superior scientific facilities to the patient within its walls. It reaches out into the community with its wares because it has a monopoly which is vital to public health progress. Nor does its staff remain forever out of reach of the medical practitioner; it extends a helping hand to him when he needs it.

There is an area of expanding medical opportunity—the patient's home where most pathological conditions originate—which the hospital must take under its wing.

By including the patient's home in its organization the hospital can befriend doctor and patient alike, so that expert medical care will be available to everyone, rich or poor.

Only by a combination of hospital and home care under the same over-all medical management can the hospital employ its unique facilities in the field of scientific medicine to best advantage. And this it can do at less cost to the community in the long run.

Why Hospitalize?

Three major reasons for the hospitalization of a patient dominate hospital policy in varying degrees and each one of them should be reappraised at this time in the light of the newer concepts of medical practice. These reasons are, briefly:

First, *scientific necessity*. The problem presented by the applicant for admission may be too difficult for the home, because of the steady need for a highly trained staff of specialists having instruments of precision at their immediate disposal and working with highly concentrated facilities. The hospital staff commands a greater degree of expertness, and has the patient under closer observation and control than is possible to achieve in the home. Major surgery is a typical example. In any case, scientific necessity compels priority in the assignment to the patient of a hospital bed which is expensive both to construct and to maintain.

Where favorable home conditions prevail, or can be made to prevail through the efforts of good social service, this should indeed be the sole criterion for the admission of a patient to a hospital.

Second, *concentration of service to patients*. This reason has some merit, but it is related to the comfort and available time of the staff doctor rather than to the comfort of the patient in cases where a hospital bed might not, under other circumstances, be required. If this reason is established as valid, it will continue to dominate the hospital picture progressively as doctors' offices come closer and closer to the hospital. In an era of mounting hospital costs neither the patient nor the community will be able to finance the item of expense which this policy of concentration will entail. It should, therefore, be reconsidered in view of the possibilities of a less expensive extramural hospital program, in which medical care radiates from the hospital to the home.

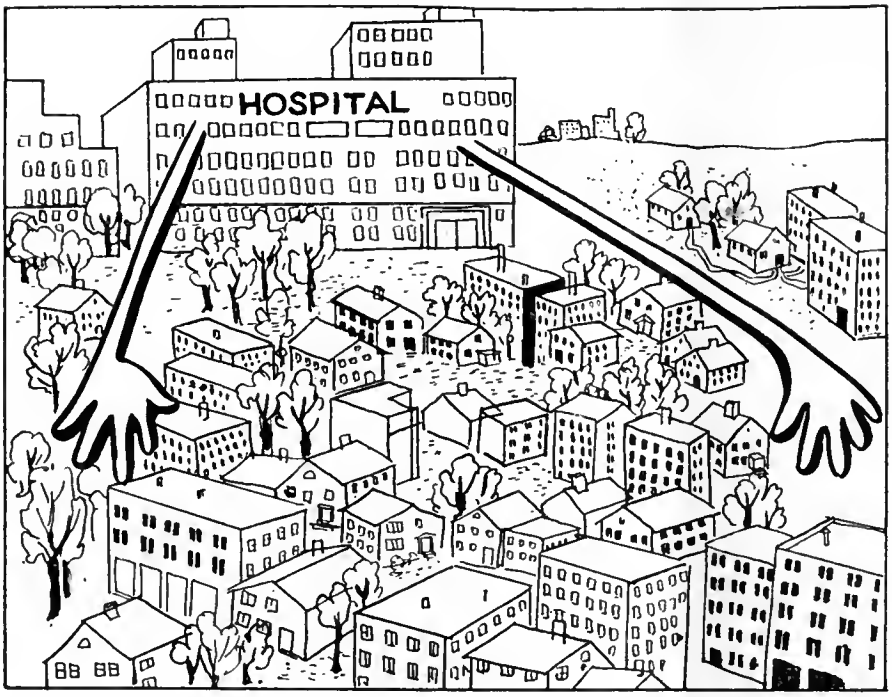
Third, *the poverty of the patient*. The social aspects of medical care exert a strong influence on the matter of hospitalization, and patients are often referred for admission to hospitals because the family cannot afford the proper care at home. But poverty can be neutralized as a pathogenic factor in a way which is less expensive, and sometimes more effective, than by the easy expedient of the hospital bed. One might conclude, from the indiscriminate transfer of the poor patient, that the chances for his recovery are better in a well-organized hospital. However, this is not always the case; often we find the reverse to be true.

The hospital, suffering from all of the defects of its virtues, has disadvantages, as well as advantages for its patients. Structurally and functionally it is conducted on the ward principle. The management of the sick en masse, which results from the application of this principle, cannot compete with their management on an individual basis, since the hospital ward is so forbidding to the sensitive patient. And if, as some ward apologists hold, "misery likes company," then we are dealing in our hospital wards with a perverted form of the gregarious instinct.

There would be little cause for complaint about hospital policy in the assignment of beds if reasons like these were weighed carefully and applied in a spirit of justice to the sick. But, to complicate matters, there are not enough hospital beds, if we are to believe what we are told by hospital authorities. In spite of the gains of scientific medicine in recent years, which would seem to reduce the necessity for more hospital beds, we have been misguided into making these beds as popular as they are expensive. In view of prevailing conditions we must now plan to be more thrifty with those that we have. And, if we do not have enough of them, we should look for more in places where we will not have to pay the heavy price which they command. Are there any outside of the hospital walls which can be had for the asking, without doing injury to the sick and often with much benefit to them? The question that we must ask ourselves is: "How close must the patient's bed be to centralized scientific facilities and what are the requirements in each specific situation?" The extramural possibilities of the patient's home must be measured carefully and employed to supplement the opportunity provided by the hospital bed.

Ward Care

Let us examine the matter further from the seat occupied by the hospital executive. As we have seen, the necessity of caring for patients in groups, on wards, seems to be inescapable in hospitals. I refer now to the type of patient who cannot pay for his care in



the hospital, or can only pay part of it. Ward care compels the sacrifice of individual comfort and privacy to the interests of neighboring patients in the group. Such sacrifices vary all the way from family separation and minor details like the individual response to ventilation, to the extreme form when patients die in public on open wards.

Moreover, ward care heightens the consciousness of neglect which the patient cannot help feeling when the best doctors, whose ministrations he was led to expect when he left home, pass him by for his more "interesting" type of neighbor and perhaps the one who needed a hospital bed more than he. "There ought to be a rule in every hospital," said the late Dr. Emanuel Libman, "compelling every doctor on ward rounds to sit down for at least one minute by the bedside of every patient."

There is little that one can do about such human situations under the limitations of ward care, but it is interesting to note that the home care patient, far from feeling neglected, knows himself to be the object of the special attention which he craves. The point is that ward care is not always superior to home care, as some might think. The struggle for life, which mobilizes the balance of the patient's energies, should not be handicapped by any adverse arrangements which the hospital planner might impose. He must also remember that sickness is always a humiliating, and sometimes a degrading, experience for anyone to endure and that it is not endured easiest when the patient is surrounded by strangers who might be as sick as he.

Hospital construction is a comparatively expensive type of construction and should be undertaken only after the needs of the community for intramural hospital care have been carefully estimated. At this writing the cost is about $20,000 per bed. "Postwar planning" is a good exercise in administrative skill, but we shall find ourselves overbedded in our hospitals if our plans for expansion are carried out to the last additional bed. Philanthropic hobbies which often go hand in hand with vested hospital interests, may throw the hospital pattern out of balance and should therefore be tactfully restrained and rechanneled.

We may find that we already have enough hospital beds for every person who needs one, if those that are available are used intensively, provided, however, that we take advantage of the extramural facilities furnished by the patient himself when he is subsidized medically in his own home under full hospital supervision. A bed in the patient's home, which meets the requirements of a good home-care program can immediately become a hospital bed. It is, therefore, a valuable hospital asset under certain conditions of organization and cooperation.

Balancing the Budget

Hospital maintenance, after construction has taken its toll of the hospital treasury, is high, as anyone can testify who has had to balance a hospital budget. The cost at present is $12 per patient per day in our hospital. When you think of philanthropy in voluntary hospitals you cannot help thinking of deficits at the same time, without disrespect to those who give so generously. Medical progress seems to have outstripped the ability of the philanthropist to contribute, but there is a way of relieving him of some of the burden, as we now find.

With construction and maintenance at high levels, we cannot help looking favorably toward the bed in which the patient sleeps at home. Incidentally, in hospitals where vacancies persist, there is a tendency for ineligible applicants to be drawn into them. This, however, is due largely to the fact that these vacant beds are too expensive for the hospital economist to behold. He feels constrained to justify the total number by keeping them occupied, and faces the other way when hospital beds are assigned to patients who can do as well at home. He does not seem to be quite aware, as yet, that there are more profitable ways of dealing with his problem of vacancies. He might, for example, ponder the large number of premature discharges and transfers which still characterize many of our "acute" general hospitals. It sounds paradoxical but we shall not do better till we agree that a few vacant beds are preferable to a waiting list of patients.

The hospital should never be the court of first resort except under the most compelling clinical conditions. The patient in his home environment is placed where nature intended him to be. You never saw nostalgia associated with the memories of a hospital bed.

The fact that hospital wards are safer today for patients than they were in the earlier chapters of the infectious diseases is a relative and not an absolute achievement. We can pity our ancestors in hospital management all the more because they lived with harrowing ward problems from day to day, while understanding their helplessness in the presence of housing conditions which were often the lesser of two evils.

Our wards are not yet safe enough for comfort, nor can they be made fully safe until more of the warmth of the home is transferred to the impersonal ward of the hospital. The individual private room for every patient, regardless of his ability to pay, would help, but it would certainly be prohibitive in cost and therefore prac-

tically unattainable. Philanthropy cannot associate itself with luxuries for the poor—and it still considers the private room a luxury. We have not yet found the way to individualize the care of patients in hospital wards, but we are already in a position to do it in a home-care program.

Experimental Program

The ingredients of a good extramural hospital program present themselves as the logical outcome of applied social medicine. The typical program, and the one with which we have successfully experimented at Montefiore Hospital in New York City since the beginning of 1947, is an extramural program on an extension basis. Ward patients who can do as well in their own homes as they can in the hospital, as determined by specially trained and highly selective doctors and social workers, are returned there with a promise of complete hospital care, either in their own homes entirely or by a return to the hospital as necessary.

For the present, the program is limited to about 50 patients who cannot afford the services of a private physician. (We have had a total of about 150 to date, with an average of sixty days care for each of them.) As this program develops, however, it will add the patient who can afford the services of a private physician but not of the more expensive facilities which his condition demands. This will result in a form of cooperation between hospital and practitioner in which the practitioner will have at his disposal, more directly than ever before, all of the diagnostic and therapeutic instrumentalities in the patient's home which are now available only to the patient within the hospital and its out-patient department.

We believe that this kind of service by the hospital to the practitioner will bring both together and go a long way to resolve the age-old controversy on the relative merits of the "open" and "closed" hospital. Such a cooperative effort, where the patient's resources are limited, has long been the goal of progressive leaders in both fields of activity and, when it is established, we shall witness another triumph for the cause of scientific medicine. We believe that the home is the missing link which those who are trying to forge the chain have been seeking through the years.

For the carefully selected cases in the extramural program, where the social and medical factors are favorable, Montefiore Hospital provides every kind of service that has thus far been available only to the intramural patient. The physicians assigned to the home-care program are full time, salaried, members of the attending staff of the hospital. All of the specialties are available to them and to the patient at home. These doctors serve in-patient, out-patient and home-care patient on an integrated and continuing basis as part of the day's work and they partake of the educational and research program of the hospital, like any other qualified member of the attending staff.

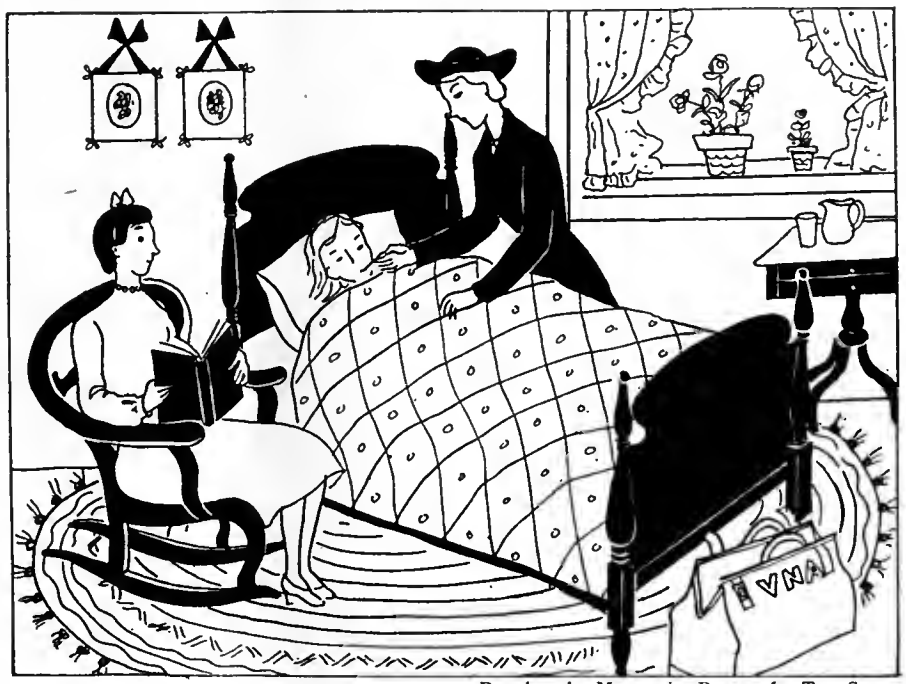
Home-care patients are entitled to "free consultations," as they call them, through participation in the teaching program, arranged as part of the service either in the home (for members of the house staff—the future practitioners—and others) or in the classrooms of the hospital (for students of the College of Physicians & Surgeons of Columbia University, with which the hospital has an undergraduate and postgraduate affiliation.) Research is likewise facilitated, because the patient is under continuous observation over longer periods of time, while occupying what is, for all practical purposes, a hospital bed. As far as the record is concerned, the clinical biography of the patient is continuous and therefore more valuable for scientific purposes.

Nursing is done by the Visiting Nurse Service of New York through a contractual arrangement. Social service is complete and shares a fruitful partnership with the physicians in the program. Housekeeping service is furnished, as it may be required, on a part time basis. Interestingly enough, the personnel is often drawn from the neighborhood where members of other underprivileged families are willing to serve the patient at prevailing rates for such service. The services of the occupational therapy and rehabilitation departments of the hospital, to mention only a few additional services, are also available to the home-care patient. Medication is provided, if the patient cannot afford it, as well as transportation to and from the hospital. It goes without saying that the patient has a priority on a hospital bed if he should require it at any time.

A 75 Percent Saving

An analysis of cost to the hospital indicates that home care is about one fourth of the cost of maintaining the same patient in a hospital bed. A saving like this should be too tempting for any hospital expansionist to overlook, apart from the other advantages of the program, such as the individualization of treatment in the home environment. The family pays the rent and food costs, among other things, and relieves the hospital of that much of the financial burden. As for the bed which the patient occupies in his home, it costs nothing for the hospital to build and one fourth of the prevailing hospital costs to maintain. Besides, it is immediately available in many cases and has the added merit of flexibility

(Continued on page 133)



Drawings by Marguerite Drewry for THE SURVEY

Nursing Home Placement

A Casework Process

MARGARET B. RYDER

An agency serving the older client must expect a high incidence of chronic illness, which present trends indicate will increase. In every community the facilities for caring for the chronically ill are woefully inadequate, and private nursing homes are now serving a great number of patients. The adequacy of these homes depends in a large part on control of admissions, and this placement process requires special skills on the part of the caseworker. Even with the pressures created by the shortage of beds, it is still possible to use discrimination. It is not a simple process of finding an empty bed. The worker must know not only the patient's physical condition, nursing and emotional needs, but also must know the nursing homes in the community, the personality of the operator, her nursing skill, the type of patient in whom she is most interested, and the equipment in the home. Casual placement made without careful consideration reacts not only against the patient but against the operator and other patients in the home.

Nothing is more fraught with danger, for instance, than the placement arranged by telephone. If the worker has never been in the home and does not know the operator, she cannot determine whether the home is in any sense fitted to give the patient the care needed. Too often the unscrupulous or ignorant operator will promise anything. She may say there is a graduate nurse on duty whether there is or not, or that she can give treatments the meaning of which she does not even know. Either through pressures or through lack of knowledge workers in agencies and in hospitals are repeatedly guilty of making these casual placements, seemingly unaware of the dangers involved.

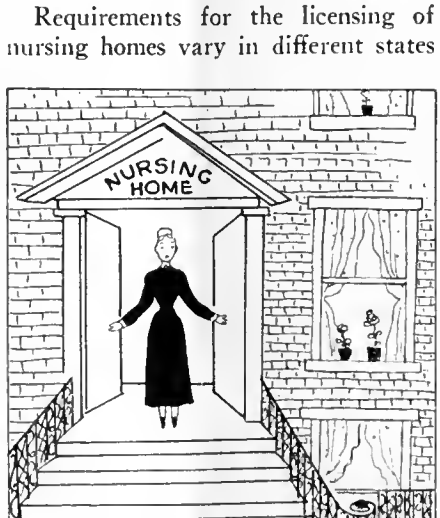
Reliance on a list of licensed nursing homes is not the answer. In one instance, the daughter of a cancer patient was given a list of five nursing homes by the hospital worker. Not a single home on this list was capable of giving the care needed. Had the hospital worker known these homes she never would have considered them. The daughter assumed that any referral made by the hospital social worker could be relied upon.

Pressure on a worker to arrange for placement in order to release a hospital bed is a fairly common reason for the casual "dumping" of patients. This may turn out to be an expensive practice when the patient has to be readmitted for weeks of expensive hospital care because of neglect. Appropriate placements may delay the discharge of a patient from the hospital and involve much work, but in the end it is not only more economical but assures the patient of some protection. Though it is often difficult to resist the pressure to make "any kind of a placement," there are times when the worker must withstand this pressure if the patient is to be considered.

A case in point is one where an emergency forced a worker to place a patient with advanced Parkinson's disease in a substandard (but state licensed) home until a bed could be secured in an appropriate home. On admission the patient could walk with help. In less than a month the patient was removed in a comatose state and dehydrated, suffering from a bedsore which exposed the spine, and pressure sores on both elbows and heels.

Limitations of Licensing

Requirements for the licensing of nursing homes vary in different states and the protection given through licensing varies with these differences. To the general public, licensing means protection, gives assurance as to the quality of service, character and competence of the operator, and the protection of the patient. Unfortunately, this is not always true. A law can specify the physical requirements, the type of structure, the number of exits. It can require a certain number of sheets per bed, but this does not necessarily mean that bed linen is changed as frequently as necessary. The less tangible criteria measure the quality of service. Evaluation of the personality of the operator, her competence, and the atmosphere in the homes does not lend itself easily to the licensing procedure.



Drawings by Marguerite Drewry for THE SURVEY

The worker who is familiar with the home through observing the treatment of the patients may know beyond a doubt that a home is not qualified. Nevertheless, to produce evidence that would hold in court and sustain the withdrawal of a license is difficult. Again, a nursing home may be qualified to care for ambulatory and custodial cases, but be incapable of caring for bed patients. Yet because it has a license it may take bed patients. The worker must realize that licensing means that a home has met the requirements of the building code, the fire department and licensing law, none of which guarantees good nursing care. Licensing has brought some protection. Through it some of the worst homes have been eliminated and better standards encouraged, but this provides only a foundation.

First Attitudes

The placing of a patient in a nursing home is a casework process. The worker usually is dealing with a frightened, anxious person, one who has heard all about "bad" nursing homes and whose greatest fear may be that he would have to end his days in "one of those awful places." To him a nursing home might well have a placard over the door, "Abandon hope, all ye who enter here." The patient may have been abruptly brought to the realiza-

tion that he may never again be able to live independently. He feels his helplessness and is apprehensive.

Preparing the patient for placement requires time and patience. The ill person needs time to ask questions about the home, and the worker should give honest answers. In order to do this the worker must know the home. She should never paint things rosier than they are or gloss over difficulties. The only time a worker is justified in temporizing is in regard to the time element. The worker may be fairly certain that the patient may never again be able to live outside of a nursing home, but this may be more than a patient can bear and the worker is justified in talking of placement in terms of "until you are better."

The Little Things Count

Too often the worker, satisfied that she has secured the best available placement, may minimize the little things that loom so large in the patient's mind in facing an adjustment. It may be disconcerting to a worker who has moved obstacles to secure a bed in a good home to have the patient complain because the windows face east instead of west. These little things have a value to the patient which seem unreasonable, yet they may play an important part in helping him adjust to the situation. For instance, arranging for Miss W. to have prune juice for breakfast every morning made it possible for her to accept many other inconveniences. And Miss X., who was firm about having running water in her room or being placed next to the bath, asked little else of her new home.

It is important that relatives or close friends participate in planning the placement and share in the responsibility. Most people do not have first-hand knowledge of nursing homes, so that the worker should prepare the relatives, particularly if they are younger people, for the appearance of the home. It may help to know that though a home filled with ill old people may seem depressing to them, it does not necessarily appear so to the patient who is in a similar condition and who will be living with contemporaries. Relatives need to know something of the operator's personality, special strengths, and the reason for recommending this home. Then, too, they should be prepared to anticipate some negative reaction from the patient during the adjustment period and be urged to allow the operator to work through this period with the patient without interference. They should know that they must trust the operator and refrain from such practices as smuggling in things the patient demands, such as liquor or drugs.

It is sometimes difficult for the lay person to realize that an attractive house and an impressive front office do not necessarily guarantee good nursing

". . . little things loom so large!"

care. White Doric columns on the front porch are no satisfaction to the patient, although they may be to the visiting relative. A nurse in an immaculate uniform may look prettier, but a nurse in a rumpled uniform that gets that way through hard work may give the patient what he needs. The older patient, in particular, is less sensitive to his aesthetic surroundings than he is to his personal comfort.

Operators Are People!

In the placement process an evaluation of the operator is as essential as the evaluation of the patient's needs. Each nursing home is different and each is the outgrowth of the operator's personality, her special skills and her interests.

Thus an operator whose chief interest is rehabilitation of fracture cases and hemiplegias and who is never defeated by the patient's chronological age will have her home well equipped with walkers and heat lamps. She will have a staff sufficient in number to allow time for massage, for teaching of exercises, for help in learning to walk. By using her beds for the patients for whom she can do the most constructive work, this nurse is being given the opportunity to utilize her skill and her interest to the best advantage. In this way a community asset is used to the best advantage.

Miss C., aged seventy, had been in a wheel chair for three years when she had to leave a relative's home. The worker placed her with an operator whose particular skill was rehabilitation. The day after placement she was helped to use a walker. Seven months later she was walking with a cane. Had she been placed in a nursing home interested only in custodial care she could have remained in a wheel chair the rest of her life.

The worker referring patients plays an important role in maintaining standards by recognizing the assets and limitations of each home and utilizing them to a maximum degree. If an operator prefers ambulatory or senile patients who need only custodial care, help in bathing and in dressing, and does an excellent job with this type of patient, the worker should not send her a bed patient, or a patient who resists any attempt to be gotten out of bed, for the line of least resistance probably would be followed. If the patient is neglected the operator is blamed. Yet the worker who placed the patient under such circumstances may be equally responsible.

The caseworker applies the same skill in evaluating the operator as she does in evaluating her patient. First impressions are not reliable and it is only through observation that a good evaluation becomes possible. On first impression an operator may seem to be efficient, businesslike, but cold, yet as the worker knows this nurse better she finds behind her professional cloak a warmth, a strength, a forthrightness that makes her extremely skillful in handling difficult personality problems with kindness and firmness. Another

The author is a staff member at the Benjamin Rose Institute, Cleveland, known to social workers throughout the nation for its progressive work on the modern problems of the aged. (See "Meet Yourself At Sixty-Five," by the institute's director, Margaret Wagner, in the special section, "Modern Old Age," THE SURVEY, April 1946.) Miss Ryder has specialized in the institute's program of close work with nursing homes for the chronically ill.

operator who is outwardly warm and mothering needs satisfactions from her patients and is invaluable with the emotionally starved patient, yet she cannot accept the aggressive patient. The worker may have a negative reaction at first toward an operator who is rough and murders the King's English, but may later find that this nurse has warmth and tolerance, and creates a relaxed atmosphere which the patient appreciates. Here, as in other case-work situations, it behooves a worker to be on her guard to avoid projecting her own feelings into selection of a nursing home, keeping ever before her an awareness of the patient's needs.

When the best possible selection of a nursing home has been made, it is the worker's responsibility to interpret the patient's personality and needs to the operator. The more the operator knows of the patient in the beginning the better she is able to help that patient adjust. If a patient is a chronic complainer, the worker should interpret his behavior so the operator will be prepared, and less likely to be disturbed. If the patient is frightened or has idiosyncrasies, these should be discussed with the operator, as well as the patient's emotional needs and his relationship with his family. Interpretation of the patient's behavior calls for skillful handling, since the worker must be honest yet must avoid prejudicing the operator against him. Withholding information, minimizing nursing needs or soft-pedaling difficulties that may arise only precipitates trouble. A worker who uses such subterfuges to secure a bed need never be surprised if the telephone rings and the nurse says, "Come and get your patient."

Withholding facts stores up trouble

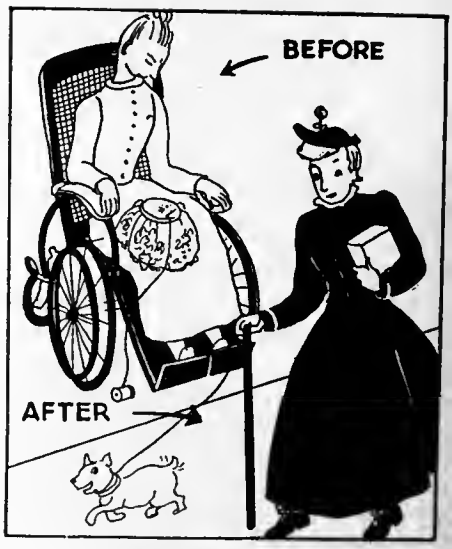
It is the referring agency's responsibility to see that the operator has written medical orders. If a patient goes from a hospital, written orders must go with him. If a patient is under the care of a private or city physician, the worker can either arrange for written orders on admission to the home or a visit from the physician, preferably within twenty-four hours. The nurse with a sense of professional responsibility wants written orders and it is unfair to any nurse to leave her without them.

After the placement is made the worker and the nurse both participate in the treatment of the patient. Each has a role and special skills which should complement one another. Working together intelligently for the welfare of the patient comes through mutual respect and the recognition of each one's capabilities, an awareness on the part of each of her area of competence, and a willingness to function only in that area.

"It's time I thought of myself"

The worker must never lose sight of the fact that the nurse is the one in charge and that to undermine her in any way is detrimental. The patient needs the security that comes through the recognition of the nurse as the one in authority, yet he continues to need the support of the worker. This requires at times a delicate balance on the worker's part. It is better for the worker not to be too active immediately following placement since the patient's first complaints and early adjustment must be worked out with the nurse.

Though the worker may at various times have to support the nurse in a controversy, it can be done in such a way that the patient knows that the worker's primary interest is in him.



The operator may have special skills

Adjusting to a New Home

Not infrequently patients adjust far better in a nursing home than the worker or relatives anticipate. Take the case of Mrs. P. and her sister. A deathbed promise to her mother bound Mrs. P. to her older sister, an invalid, who lived in her home. In order to provide for the patient, Mrs. P. went to work to supplement her husband's earnings. The family had tolerated the sister's presence and the necessary sacrifices until the boys returned from the army and found no peace or privacy. Mrs. P. had to choose between her duty to her sister and her husband and sons. With guilt and fear she sought help. Placement was made in a home where the atmosphere was friendly, even happy-go-lucky. Mrs. P.'s guilt was relieved when on the first visit her sister said, "I should have been here long ago. You'll have a hard time without me, but it's time I thought of myself."

A word might be said regarding placement of the senile patient. Obviously a patient who is noisy, disturbed, reacting to well organized delusions, intent on running away, must be placed in a nursing home specializing in the care of mental patients. However, there are many aged individuals who are senile, confused, disoriented, who need custodial care but do not need the restrictive and more expensive care of a mental sanitarium. These patients may be quiet, harmless, and can be cared for in a regular nursing home if the operator is accepting of their behavior. The worker who

(Continued on page 134)

Part Time Mental Clinics

A Practical Answer to a Current Problem

KATHARINE G. ECOB

Consultant in Mental Hygiene, Veterans Administration, Branch 2

How often have you heard it lately? "We have no mental clinic. Can't find a psychiatrist or any other personnel." "Our country has a scattered population. It can't be done here." "My town's too small . . . $25,000, for a mental clinic."

All true. But there's an answer—a heartening and a practical answer: part time clinics. Recently, several pioneering towns and counties have proved that part time clinics, of good quality, can provide a surprising amount of badly needed service.

The acute shortage of mental hygiene personnel will probably be a problem for some years to come. Demand, already high, is still increasing faster than supply. We simply cannot afford to wait for that happy day when every city, county, or health district has the full time psychiatrists, psychologists, and social workers it needs. We must use our native ingenuity in the meantime: pick up pieces of valuable psychiatric time, fit in the spare hours of all the trained personnel we have, and do an enterprising job of scouring our communities for professionals who cannot take full time jobs but may consider part time work.

Part time personnel can often be found where it would be absolutely impossible to find, or pay for, full time service. There has not been so much reshuffling of psychiatric personnel in this country for years as there is today, and the offer of a part time clinic job may be the clincher that makes a psychiatrist decide to settle in your community. While developing his private practice, he will be glad to have a definite, if small, income. Ambitious psychiatrists today look for a "constellation" of three activities: teaching in a medical school, private practice, and clinic work. If you can offer any two of these, you have a good chance of attracting an able man. (Incidentally, when small places need a general practitioner, they often appoint a committee to look for one, and do a Chamber of Commerce job in telling him what their community has to offer. Why not try this same method in finding a psychiatrist?)

If you already have a psychiatrist in or near your town, you may find him surprisingly willing to consider part time additional work. Perhaps you have a well trained man recently discharged from the services, or a young psychiatrist completing specialized training in child guidance and about ready to hang out his shingle. State and private mental institutions or, sometimes, correctional institutions, may have psychiatric personnel available nearby. Though these people work full time, they are often glad to handle one evening clinic a week, or to give up an afternoon of "pass day," not only for the extra pay but for the interesting variety of work.

Psychologists may be found in your own public school system, on the faculty of a neighboring college, in teachers' training schools, in mental and correctional institutions or, occasionally, in large industries.

Psychiatric social workers are almost as scarce as psychiatrists, but a number of married or retired social workers who cannot take full time jobs will undertake part time clinic work. If you are setting up a very small clinic, you may find a social worker with a full time job who can devote one evening, or even one afternoon, a week to the work. In larger places, you may find several workers who can give a few hours each.

Using evening hours not only makes it easier for trained people with jobs to give you some part time help, but helps the operation of the clinic, too. Obviously, these hours are not for children, but they make it much easier for clients with daytime jobs to attend.

Regardless of the amount of time you can get, it is most important to pay for the service. Psychiatrists and other experts are often generous with their time, but it is fairer as well as more satisfactory to pay for it. Paid people do not go flying off to Florida just when the clinic is in full swing. Paying the psychiatrist may avoid the displeasure of the local Medical Society. Paying the psychiatric social worker is almost a necessity, for few can volunteer as much time as will be needed.

As an example of the way in which a community can do a good job with part time services, let us consider the Red Cross clinic for neuropsychiatric veteran cases in Syracuse, New York. This clinic has a contract with the VA to treat veterans with service-connected mental disabilities, and also accepts veterans whose difficulties are not service-connected, and the adult dependents of veterans. When the clinic started, a psychiatrist who had practiced privately in Syracuse for many years and was part time psychiatrist for the school system, agreed to serve one afternoon and one evening a week. Syracuse University was willing to provide psychological service. A psychiatric social worker was employed full time, screening applications in addition to doing casework. All these people already lived in Syracuse, but they had never been brought together as a team. The clinic work proved so popular that today four psychiatrists between them give fourteen hours in three sessions a week. A clinical psychologist has been added to do individual testing one evening a week, and a second psychiatric social worker has come in on a part time basis.

In Westchester County, New York, the Department of Health has refused to let its trouble in finding a full time director block development of mental hygiene clinic service. As a beginning, clinics have been opened in Yonkers and Mount Vernon. Each has a part time psychiatrist and a full time social worker. A full time psychiatric social worker on the central county staff organizes and supervises the work, and a full time psychologist works with both children and adults. Clinics in other parts of Westchester are to be opened as rapidly as possible. An interesting feature of the Westchester program is that fees for service are permissive, with the amount decided on an individual basis.

It is important to remember one point in assembling a part time team: the team must be in balance. The standard clinic unit consists of one psychiatrist, one psychologist, and two

or three psychiatric social workers. For part time service, this unit should be split vertically, not horizontally, to include all three types of work. A half time psychiatrist, a half time psychologist, and a full time social worker, for instance, make a balanced team.

You can subdivide time into smaller fractions, if you keep that proportion, and still meet some community needs if your team is well prepared. There is one exception to the usual makeup of a mental clinic team. Clinics devoted exclusively to NP [Neuropsychiatric] veterans, who are not "run-of-the-clinic" types, need less time from the psychologist and social worker, proportionately, than from the psychiatrist.

Even a part time clinic can often serve two neighboring towns by splitting hours as they are needed. This way of bringing help to the patient's own neighborhood is often important, as it has been discovered that mental and nervous patients will not travel long distances for treatment unless the bus service is both speedy and convenient to their homes.

Part time clinics are very flexible devices for meeting special local problems. They can, for instance, fit the needs of the city of 50,000 to 25,000—too small for the standard full time unit. They can begin in a small way, as a demonstration, and grow as the demand grows. As an illustration, this is what happened in Rochester, New York, where the Red Cross, working with the local mental hygiene committee opened a clinic for NP veterans. Though the service began on a small scale, the clinic now has a panel of nine psychiatrists, each attending one or more sessions in the evening or during the day; one psychologist; and two psychiatric social workers—a total service of more than one regular full time unit. Schedules are arranged so that a patient always sees the same psychiatrist to maintain continuity of treatment.

Again, these part time clinics can reach special groups in a very practical way. Often, there is no service for such groups in the community, or the general full time mental clinic is overcrowded and needs relief. NP veterans, for instance, can be well served by part time units. Though it is probably better for the community as a whole to have veterans treated simply as citizens rather than as a special group, it is a big help to any clinic to have the cost of veterans' treatment borne by the VA as it is in these special set-ups. A VA contract makes it possible to use clinic funds for other badly needed clinic service. (If you are planning a verterans clinic, a good rule-of-thumb to remember is that those veterans willing to accept NP treatment—not those needing it!—usually represent about one tenth of one percent of the general population.)

Not all communities have realized in time how useful a part time clinic can be in meeting a special local problem. Some years ago, for instance, the Children's Court in a county with 166,000 inhabitants was getting about 10 new cases a month. When a mental hygiene committee heard that the local Junior League was thinking of donating $3,000 to a milk fund, they urged the young women to consider setting up a part time clinic for delinquent children instead. A nearby mental hospital was willing to loan staff without pay; a large local industry offered the services of a well trained psychologist with experience in child guidance; and the Court had free space and clerical help available. A salary of $2,700 would, in those days, have attracted a Grade A psychiatric social worker, and the $300 remaining would have paid traveling expenses in the county. But the League, and citizens as a whole, had not yet been educated in mental hygiene needs. The money went to the milk fund.

This unhappy story points up the need for educating the community both before and after setting up even a part time mental clinic. Demand generally precedes supply, and schools, churches, nurses, doctors, and even social agencies must be drawn into courses and discussions which will not only give people more knowledge of mental hygiene as a whole, but make them more anxious to back and to use a clinic to the full. Mental hygiene is too big a subject to be held in a tight little circle, with treatment available only to a fortunate few.

Finally, what about rural areas which cannot afford even a part time clinic?

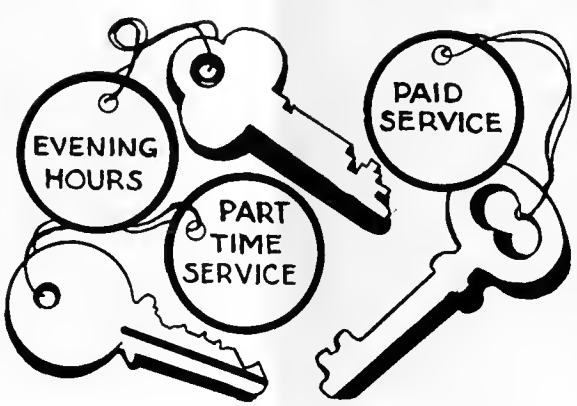
There are two possible answers for really sparsely settled counties. One is to call on a traveling clinic. The usual clinic hours are 10 to 4. By arrangement, a team may agree to take an additional case from some outlying region from 4 to 5, or two from 4 to 6. If the agency referring the case can pay a regular fee, this amounts to extra pay to the clinic staff for overtime. But it must be remembered that some states with traveling clinics will not allow employes to accept outside fees.

Another plan is for a rural area to engage a clinic team from a nearby city for an occasional visit. (If a part time social worker is available locally, only the psychiatrist and psychologist need be imported.) If no big city clinic is available, part time help can sometimes be found in a mental institution within driving distance.

The era of the privately supported mental clinic seems to be on the wane. Our only hope for more service, full time or part time, lies in more use of public funds. Today, an increasing number of clinics are being supported by cities and counties. (The county clinic, incidentally, is much the best type, since it covers more territory and can meet various local situations in a flexible way.) A few counties have joined forces to set up traveling "tri-county" clinics in very poor or very thinly settled areas. Financial help is now available from the U. S. Public Health Service, which has funds for developing community clinics and for educational work in mental hygiene.

The part time clinic, though it often begins as a temporary measure, seems here to stay. Good luck to the big cities with full time units. But good luck, too, to the small cities and country districts which have realized that they do not have to wait forever for the ideal, full time set-up; which have bravely gone ahead; experimenting and pioneering—and have discovered that half a clinic is a lot better than none.

Three Keys Open Closed Doors



Memo for D.A.

ELEANOR LAKE

In the best detective story tradition, the D.A. was deep in a mystery. The mystery was a complex one: less sensational than a sinister murder, but far more important than any single crime to the happiness of thousands of people.

The mystery bothering San Francisco's district attorney, Edmund C. Brown, was this: Why did the Negro, who, in 1946, formed less than 5 percent of the city's population, produce almost 13 percent of the entries on the police department's crime sheet? Why did this tiny percent of San Franciscans account for almost half the arrests for prostitution, more than a third of the arrests for Narcotic Law violations, almost half the arrests for carrying deadly weapons? The D.A. wanted to know. Obviously, there was nothing more innately "criminal" in any one race than in any other. Just as obviously, something was wrong somewhere; and perhaps that something could be found and changed.

The D.A.'s worry was, unhappily, a familiar one. But unlike too many officials, he not only worried, he took action. He called in R. J. Reynolds, and asked him to collect facts about the Negro and crime in San Francisco.

Last fall, Mr. Reynolds sent a memo to the D.A. which is enormously interesting to anyone concerned over our own native DP's—the rootless, shifting influx of southern, country-bred Negroes in our northern cities.

Mr. Reynolds' main—and most significant—conclusion was simply this: that *almost the entire problem of Negro crime in San Francisco can be traced to economic causes.* Bad housing, bad jobs, unemployment, lay at the root of the restlessness, the violence, and the petty crime on the police blotter. True, lack of education and the breakdown of the secure religious atmosphere of their rural background, may be presumed to have something to do with it, too. But simple lack of economic opportunity—a standing reproach to the white people in the community—loomed like a dark, reproachful shadow back of the statistics that worried the D.A.

It was easy to discern this shadow, Mr. Reynolds found, back of the first statistic—that Negroes formed 13 percent of all the entries on the crime sheet. The Negro population, he discovered, though it was only 5 percent of the total, had actually *increased by 800 percent in seven years.* This amazing fact meant that the Negroes were hard hit by housing shortages in their restricted areas, hard hit by the inevitable fears and resentments of the poorer white people near by, and especially hard hit by the keen competition for the minority of jobs open to Negroes. It also meant, as a sudden increase like this always does, that a lot of the Negroes coming into San Francisco were the restless, roving type: many of them imported indiscriminately by worker-hungry war industries, and left floating after the war; many of them drawn by stories of easy money. A significant percentage of these people, Mr. Reynolds found, actually had a criminal background. They appeared and reappeared in the San Francisco courts, and sent the over-all figure for Negro arrest up far beyond its actual meaning.

Again, this sudden influx of uprooted and shifting people produced a disproportionate number of arrests in the "Vagrancy-$1,000 Bail" category of arrests, which is designed to allow the police to hold people for investigation. In 1945, for instance, the 5 percent of San Francisco Negroes furnished 2,000 of the 4,490 arrests in this category; and in the first months of 1947, they still supplied almost 1,500 out of 5,500 of these arrests. Even more strikingly, a far higher proportion of the Negroes than of the whites were held for bail. The preliminary 1947 figures, for instance, showed that only 31 percent of the white people arrested under the Vagracy-$1,000 Bail law were held for $1,000 bail, while 73 percent of the Negroes were. Since this law permits rearrests, which actually happen in about 25 percent of these cases, vagrancy cases may and often do produce a set of statistics that mean very little, for the same Negro may appear several times in the list for the same difficulty.

Another interesting point turned up by Mr. Reynolds—and an ironic one—was that the Negro's racial isolation and poverty make him more likely to be arrested than the white man guilty of the same offenses.

"The Negro offender is easier to concentrate upon, easier to arrest," says Mr. Reynolds. "His operations are usually individualistic, seldom involve a big outlay of syndicated capital, and are usually not disguised with remote control techniques which make other big scale operators of the same crimes much more difficult to detect or catch while they are actually operating." Horse-and-buggy methods, in other words, the petty operations of the poor, put the Negro in a much more vulnerable position. His offenses, Mr. Reynolds points out, are likely to be "amateurish and small fry."

Again, lacking the opportunities of the white Big Shot, the Negro in trouble with the law, Mr. Reynolds found, often reappeared again and again, sometimes within the same year, for the same offense. The Negro arrested for prostitution, vagrancy, gambling or on a narcotics charge seemed to know no smart dodges for avoiding future trouble, seemed to know no way of breaking out of his unhappy life to find a new one. Sitting in court, Mr. Reynolds saw the judges recognize face after face, name after name, in the sordid cases before them. Obviously, these merry-go-round repeaters raise the apparent percentage of Negroes in trouble and give a false picture of the Negro minority in a city.

The very offense for which Negroes most generally appeared in court showed, too, that economic stresses could account for much of their problem. Oddly enough, Negroes did not swell the arrests for drunkenness beyond their normal proportion in the population: the 5 percent of Negroes in San Francisco furnished about 6 percent of these arrests. Though many white people might find alcoholic amnesia the only answer to the sort of housing and living conditions into which Negroes have been forced, this is apparently not their form of escape. Rape, again, did not show up in the statistics as notably a Negro sort of crime. In other, less serious offenses like traffic violations, and infractions of city ordinances on health, fire, and

so on, Negroes actually produced fewer cases than the same number of white residents.

But in crimes which could turn a penny for the criminal, the Negro rate was out of all proportion with the white rate! In robbery, gambling, larceny, burglary, prostitution, narcotics peddling, the Negro produced from five to eight times as many cases, in proportion, as the white resident. (Perhaps because of the small time, petty nature of his activities mentioned above, he did not, on the other hand, stand out in the statistics on kidnapping or extortion.) Studying the cases that had come before him, Judge Daniel Shoemaker remarked that he felt that much of this crime was a direct reaction to the Negro's frustration in trying to compete with white men in the economy they dominated.

One other category in which far too many Negro cases appeared was that of simple, passionate crimes of violence: not the cold cruelties of gang warfare or kidnapping plots, but direct, emotional cases like violent homicide, assault with deadly weapons, and hand to hand fighting. In 1945, Negroes (who were then only 4 percent of the population) produced more than half of the arrests for carrying deadly weapons. But—and this was an important point—Negro violence was not directed against white men but against members of their own race. It was not planned, it was not the sort of crime committed by professional gunmen. It came, Mr. Reynolds concluded, from two things.

Violence sprang, to begin with, from the friction and irritation produced by the elbow-rubbing, cramped housing in which Negroes had to live. Human experience shows that even the highest degree of civilization cracks and breaks down when human beings are forced to live like animals in a cage.

Violence sprang, too, from the culture in which many of these Negroes had been born and bred. A study of the assault and murder cases showed that a majority of the Negroes involved came from the Deep South. Texas was the No. 1 birthplace, with Louisiana and Oklahoma ranking second and third. Most of these Negroes had had little, if any, education. Most of them had spent their formative years in towns which considered them a race below and apart; and they behaved accordingly. Most of them, too, had been suddenly plunged into a culture of an entirely different kind, whose rules they did not understand. Where they came from, it was all right to knife another Negro, though not all right, of course, to knife a white man. They were just beginning to discover that the San Francisco authorities valued black skin as much as white.

It would be sentimental to pretend that all of them would have shown restraint and maturity with a different background. Mr. Reynolds remarks that the local government had no intention of "coddling Negroes of the gun-razor-toting" type. But, he adds, the government realizes "that the cure for this evil calls for much more than law enforcement." It calls for re-education on a wide scale.

Repression, law enforcement, punishment alone, Mr. Reynolds concluded, would not solve the frightening problem of Negro lawlessness in San Francisco. It was encouraging to note that the Negro crime curve seemed to be leveling off, and perhaps even turning down, as the newcomers began to adjust to the big city, began to understand its rules. It was encouraging to note that Negro leaders were aware of the situation and anxious to help, and important to make people realize that most of this great influx from the South was composed of decent, law-abiding and well-meaning, though often confused, people.

But most encouraging of all was the fact that a survey is under way to discover what can be done to improve Negro housing. Today, that housing is a crime-breeding, sordid disgrace. Most Negro crime in San Francisco emanates from the huddled, cramped houses in the "Fillmore Area." Here people with no ties of blood or marriage are thrown into the same houses; families are separated; rents have soared on dilapidated shacks; there are few decent places to have fun; and nearby stores charge as much as the traffic will bear. Fillmore, instead of parks and playgrounds and decent theaters and dance halls has gambling dens, narcotic operators, and every kind of tawdry juke joint and bawdy house. "I have been unable to determine with any accuracy," says Mr. Reynolds mildly, "the number of vice operations that are promoted in the Fillmore district."

In another Negro district—Hunter's Point—on the other hand, housing is less degrading, decent recreation easier to find. It is no accident that Hunter's Point shows up far less often on the police blotter than Fillmore. Good public housing, Mr. Reynolds feels, would do more than any single thing to redirect the wayward minority of Negroes in San Francisco.

One other thing would help: a fair employment policy. There is pathos in the simple statistic which shows that though Negroes are 5 percent of San Franciscans today, they are 30 percent of the San Francisco unemployed. Insecurity blows like a cold wind on their necks. They have fewer job opportunities, are the first to be discharged in layoffs, the last to be promoted. The California State Employment Service finds it a perennial problem to find referrals for the long lines of Negro unemployed.

From a long term standpoint, education, and a decent upbringing for the next generation in a free and pleasant atmosphere, matter enormously, too. But the two immediate problems facing San Francisco are to find respectable housing, and reasonably secure jobs for her Negro citizens. Though Mr. Reynolds pays tribute to the district attorney and the courts for their scrupulously fair handling of Negro cases coming before them, he feels that they cannot be expected to solve this problem, which goes so far beyond the law, alone. It lies on the conscience of a great and beautiful city, and on that of its citizens.

It All Depends on Where You Sit

WALL STREET STRIKERS RIOT—*New York Sun*

PICKETS BATTLE POLICE—*New York Herald Tribune*

COPS AND POLICE BATTLE IN WALL STREET—*The New York Times*

COPS CLUB PICKETS IN WALL STREET—*New York Post*

COPS KICK AND CLUB STRIKERS—*PM*

MR. CHAIRMAN!

Private Practice: An Exploratory Inquiry

MYRON JOHN ROCKMORE

The private practice of social casework has been a thread running through the cloth of social casework for many years. As early as 1927, there had been the development of sufficient interest in the American Association of Psychiatric Social Workers to warrant the formation of a Committee on Private Psychiatric Social Work. This field, study revealed, usually involved a temporary service by social workers and concerned itself with a survey of the social situation for the psychiatrist. This temporary or even transient contribution of the social worker was most frequently employed by a psychiatrist where children were under treatment. It is reported that until 1940 the largest number of members of AAPSW known to have been engaged in full time private practice in any one year was four. Some thirty AAPSW members had been engaged for brief intervals up to that time. It is also of interest to note that in a study of positions held by AAPSW members who had been graduates of schools of social work, not one was reported as being in private practice during the years 1920 through 1936.[1]

More recently an article by two well trained and experienced social workers[2] illustrated their experience in private practice, identifying their work as "psychotherapy," with a bow to the "dilemma of terminology" and a nod to the need for a clarification of the definitions of "casework or psychotherapy." Introducing this factor is probably inevitable in view of the emphasis placed on psychotherapy in recent literature. However, for purposes of this discussion it compounds our problem, especially since there is little definition of "setting," "consultation," "psychiatric supervision," and so on. A further consideration in the article has been the use of the adjective "psychiatric" to modify "casework." To start, we might suggest some of the implications which these two points have for the profession when it considers the field of private practice.

In social work we think of "casework" as being the generic method whereby we practice in many specific fields. The specific adaptation of psychiatric casework is but one application of the generic method. We must therefore first decide whether we should, or would, like to approach the question of the private practice of casework as an extension of the practice of a specific field, such as psychiatric casework, or as a specific field in itself, such as we view family casework, child welfare, and the others. The

[1] "Psychiatric Social Work," L. M. French, The Commonwealth Fund, '40.
[2] "The Private Practise of Psychiatric Case Work," Ryerson and Weller, Journal of Psychiatric Social Work, vol. XVI, No. 4.

ROWENA RYERSON AND ELIZABETH WELLER

In the field of social work, as in such professions as law and medicine, there has been development in the direction of specialization. One of the most rapidly developing specialities in our profession is that of psychiatric social work—that is, casework practiced in a psychiatric setting. A further evolution within the latter field is the practice of psychiatric casework in a private (as differentiated from an agency or clinic) setting.

Social work, historically, has been administered under the auspices of organized institutions such as the social agency, clinic, or hospital. This linkage is probably most adequately explained by the association of social work with charity. Movement toward abandonment of the concept of charity has come with the growth of social work to a professional status with a recognized body of knowledge, methodology, and standards of practice. The traditional setting of the institution or agency, however, has been retained and, indeed, is indispensable to the administration of the majority of the social services. If, however, we accept that social work has developed to the status of a profession, is there any reason other than precedent that it cannot be practiced on a specialized basis in a private setting? The writers' experience, in fact, has demonstrated that for a group of patients and clients there are advantages offered in the private setting which are not met and possibly cannot be met at this point in the agency and clinic setting.

Previous to entering private practice, two years ago, Miss Ryerson and Miss Weller, graduates of the New York School of Social Work and the Chicago School of Social Service Administratin, respectively, had had about ten years experience, chiefly in family casework. For three years, Miss Ryerson had supervised psychiatric casework students at the New York State Psychiatric Institute and Hospital. Both had completed personal psychoanalysis . . . Lecturer in psychiatric social work at the New York School of Social Work, and consultant to the committee on psychiatric social work of the Group for Advancement of Psychiatry, Mr. Rockmore is currently director of social service, Treatment Center, New York Psychonalaytic Institute. His almost fifteen years experience in casework practice, mostly in children's and adult psychiatric clinics, institutional and community, includes four years in the military psychiatric social work program.

Before considering the advantages and disadvantages of private casework, the reader will wish to know in specific terms what this private practice of psychiatric casework involves. As defined by the writers, private practice offers casework services and treatment in a private setting and in collaboration with psychiatrists and psychoanalysts. The physical set-up is that of a private office, although contacts in the homes of patients or elsewhere are often required. Services are contracted for by direct arrangement between the practitioner and the patient or his family. Inasmuch as this is a psychiatric casework service implying the usual teamwork and consultative relationship with the psychiatrist, it is natural that the usual source of referral is the physician.

The kinds of service requested vary widely. In a review of our cases over a two-year period we find that descriptively they may be divided into three general categories: (1) cases in which the main responsibility for treatment has continued to rest with the psychiatrist, and the case-

alternative to considering private practice as a specific field of social work would mean setting up areas of practice such as "Private Practice in Family Casework," "Private Practice in Child Welfare," as well as the presently considered example of "Private Practice of Psychiatric Casework." Then, too, in other areas we would not have the criteria for description of area of function as we do with the psychiatric social worker. For although psychiatric social work has been used in elastic connotation, it is specifically defined by AAPSW as "social work undertaken in direct and responsible working relation with psychiatry." It would not be germane to the discussion to evaluate this one example of private practice to see if it comes within this definition, since that would relate more to a psychiatric social work concern rather than a general consideration of casework in private practice. It is our position that private practice should interest the entire profession, since it can potentially reach into every aspect of social work from training through curriculum content, to administration, personnel, community interpretation and relationships with allied professions.

It is unfortunate that "casework" here finds itself in juxtaposition with "psychotherapy" or that there has been the identification of the process of private practice as "psychotherapy." The definition upon which this identity is based *is broad enough to include the activities of any layman.* It is taken from a psychiatric dictionary[3] and is considered medical terminology with attendant inferences. While the medical profession within itself would be hard pressed to agree upon a definition of psychotherapy that included more than a sweeping description of it, they would be quick to protect their prerogatives in practice, and would find considerable support in community attitudes and legal statutes to support their position. Placing casework in this position gives the social caseworker a responsibility he may find difficult to discharge, even if professional social work curricula can or should be modified to include preparation to assume such responsibility. A comparison of the curriculum of a school of social work and an institute accredited by the American Psychoanalytic Association would prove fruitful in this regard.

It may be that we will find that the development of principles for private practice in casework are inextricably related to the profession's coming of age. We have been content to refer to ourselves as a "young profession" for almost too long. It can well be asked whether the administration of social welfare programs which have in the last two decades assumed vital national importance should be entrusted to a "young profession." Social work, for all our difficulty in interpreting what we do to the community at large, has come to the point where it is established as a field in which the community places unusual responsibilities. Federal, state, municipal, and private agencies depend upon the techniques of generic casework to bring their services to individuals. Within these techniques there is an essential quality of helpfulness which people have found to be of value in meeting their reality problems. It remains a problem for the profession and the graduate schools to facilitate the bringing of this helpfulness to individuals in all walks of life who are willing and able to pay for it. The former, through developing criteria and standards

[3] Leland E. Hinsie, M.D., and Jacob Shatsky, Ph.D., Psychiatric Dictionary, Oxford University Press, New York, 1940.

work practitioner has offered some supplemental service; (2) cases carried cooperatively in which the psychiatric treatment of a patient, adult or child, has been impeded by conflicting forces created by other members of the family who have been referred to the private practitioner for treatment; and (3) cases in which the main responsibility for treatment of the patient is carried on by the caseworker under the consultation of the psychiatrist.

It is to be noted from the above description that our service differs little from that offered by caseworkers in most agencies or clinic settings. There are no situations in private practice, of course, in which the giving of money or meeting relief needs is a factor. As in the usual clinical set-up all cases are carried under psychiatric consultation. The frequency and nature of the consultation varies as determined by the needs of the case, the prior experience of the worker with similar types of cases, and the working habits of the psychiatrist. It should be emphasized that this working relationship with the psychiatrist does not imply acceptance of cases or treatment plans without the worker assuming the final decision regarding her professional responsibility and role both to the psychiatrist and patient. For example, it is not within the function of the caseworker to do psychiatric nursing or psychoanalysis.

One might ask, "Why has this branching off from the traditional setting of the agency occurred? What does it add and how is it different from what an agency or clinic offers?" At this point it is appropriate to consider the historical development of that profession with which the psychiatric caseworker is most closely allied—the psychiatric branch of the medical profession. Medical practice evolved as a private enterprise with only a fraction of the profession limiting itself to institutional practice. It is natural that the psychiatrist in a clinic setting works in collaboration with the caseworker who is functioning, as he is, within the clinical setting, subject to the limitations of function as determined by the clinic. Is it not equally logical in terms of the patterns of our culture, that a patient who has sought private consultation should be referred to a private source for services supplemental to psychiatric treatment?

There are, moreover, certain tangible advantages both for the psychiatrist and private patient. From the point of view of the busy psychiatrist, agency administrative procedures tend to create inflexibilities. For example, there are the intake and transferral systems, the difficulty of selection of an individual worker, and the frequent changes of workers. Private collaboration with the psychiatrist offers a stable working relationship with workers independent of such factors as geographic area in which the patient lives, his religion, and other limiting administrative considerations. In addition, a more flexible approach to patients' problems is possible for the private practitioner than for the worker in an agency setting. For example, in the case of a psychotic patient for whom hospitalization was strongly opposed, the worker was called upon to spend four to six hours daily (including time on weekends) with the patient; daily consultation with the analyst was also necessary. It is usually not feasible for an agency to provide such service in spite of its therapeutic value to the patient.

While the agency necessarily must be concerned with *total community needs,* the private practitioner is limited

for practicing which can be implemented through licensing; and the latter, through the inauguration of course content related to the specific adaptation of the casework method to private practice.

The profession continues to define the techniques which are the core of social casework practice.[4] Such efforts have been all too few in recent years, with the emphasis largely on "therapy" and the gilding of social casework with adjectives such as "clinical" and the supplanting of caseworker with titles like "therapist." It may be that a portion of the profession is outrunning the broad base of social work and may wind up in private practice designated as "therapist." The resultant hybrid identity would be more than that identifiable as social casework and less than that identifiable as psychiatry. If there is validity in the method of social casework it should be applicable in or adapted to any setting, including private practice. Herein we should like to see a differentiation between private social casework and "non-medical therapy."

One experience of social workers that has not been fully evaluated which might throw light on this question has been the recent experience of social workers in adapting their skills to the military services. Using their basic professional training, they were able to relate to the "community" in which they found themselves and meet a client group representative of our population. The problems of military social work were manifold, and are not directly related to the private practice of social work. However, those who shared in this experience became more than ever convinced that they had within their professional skill the techniques to be of assistance to individuals who were having difficulty in adjusting to their environment. The relationship which was eventually worked out between social work and psychiatry in the army with a discernible structure and functions within the area of competence of professionally trained social workers was an accomplishment after the fact. Long before this administrative relationship was developed, social workers relied more on their professional skill than the implementation later made possible through official directive. In this experience there is a lead which has applicability for the social worker who would offer his services privately with full awareness of the reaches and limitations of his profession with the concomitant ethics and sense of responsibility which are the basis of professional performance. Instead of being limited by the services or policies of his agency, he will find himself limited by the resources of his community and his skill in using the method of social casework.

That all individuals have problems with which they may want or can use help is recognized. The effort of social workers to relate to this need on a fee basis would stimulate not only our efforts to reach and interpret our profession *to the community at large,* but would also give us the stimulus of problems intraprofessionally. These in turn can result in our achievement of an adulthood alongside the professions to which we now relate under agency auspices.

It has not been possible here to touch on more than a few of the questions which are implied in the field of private practice. We believe: (1) that widespread inquiry and study of private practice is necessary to the maturation of the profession; (2) that private practice should be considered as a specific field of social work endeavor; (3) that it calls for training in a specific adaptation of social casework method; (4) that criteria for and standards of such practice must be set by the profession; (5) that licensing for private social casework is essential. An over-all factor which is embodied in our concern is the element of deep responsibility which we, as a profession, have always expressed in the consideration of the welfare of the individual who comes to us for help.

[4] "The Development of Method in Social Casework," Florence Sytz, Journal of Social Casework, March, 1948.

---

to consideration only of the individual needs of the psychiatrists and patient. Also, the personal preferences of the patient must not be overlooked. It is understandable that persons of adequate means who have always paid for private medical care are expected and expect to obtain services supplemental to psychiatric attention on a private basis as well.

There is considerable discussion on the part of professional persons and groups whether the type of work we have described should be called casework or psychotherapy, and by what group (psychiatrists, social workers, or psychologists) it should be administered. We believe the real problem is one of establishing facilities for adequate training for the treatment of emotional problems. In a recent article, a challenge to training centers was raised: "Is not one of the problems of common concern to both psychiatry and social work, and also to psychology, that there is little in the *required* training of the average psychiatrist, and social worker, or psychologist to equip any one of them to be a competent psychotherapist?"[1] We ourselves are in agreement with the Menninger group, who in recent discussions between psychiatrists and social workers about their various roles and functions in treatment, indicated: "There was general agreement that given the personality, training, and experience, a social worker could function as a psychotherapist under the supervision of a trained psychiatrist."[2]

In our opinion, private psychiatric casework provides a useful and valid extension of clinical practice. As mentioned in our previous paper,[3] we feel, also, that certain safeguards should accompany this extension. Among these are: (1) the setting of standards by qualified professional groups, (2) possible licensing or certification, (3) specialized training for workers entering this field, and (4) personal psychoanalysis for the practitioner. The need for general expansion of psychiatric and social services is well known. We see the development of private casework services as one step in extension of such services to groups in the community hitherto unserved.

1. Henry, Charlotte S. "Growing Pains in Psychiatric Social Work," Journal of Psychiatric Social Work, Vol. XVII, No. 3, Winter, 1947-48, page 90.
2. Beck, Edith, Boothe, Helvi, M.S.S. & Robbind, Lewis L., M.D. "A Group Discussion of the Inter-Relationship of Psychiatry and Psychiatric Social Work." Bulletin of the Menninger Clinic, Vol. XI, No. 6, November, 1947, page 206.
3. Ryerson, Rowena & Weller, Elizabeth. "The Private Practice of Psychiatric Case Work," The News-Letter of the American Association of Psychiatric Social Workers, Vol. XVI, No. 4, Spring, 1946.

WASHINGTON BYWAYS

This page is intended to report and speculate about Washington developments in the areas of social workers' "shop talk." Anyone thus restricted to a health, welfare and education beat is apt, in these weeks, to feel something of a second class citizen among Washington observers. You find yourself covering a meeting on mental hygiene on the day Congress is reacting to the Masaryk tragedy, or interviewing someone on juvenile delinquency at the same time the President is delivering his special message on ERP and UMT. The consolation prize for newsmongering on a deserted beat, of course, is that you are received extra cordially by the people who have the news you want, since reporters with broader mandates are occupied elsewhere.

This is just by way of reminder that it is in an atmosphere of preoccupation with world events and issues that the fight for domestic issues must be carried forward.

Social Security. The outlook for social security legislation brightened considerably when the House Ways and Means Committee bottleneck (which seemed last month to preclude opportunity for any public consideration of social security issues) was eased by the creation of three subcommittees, a step which would seem to be a token of good intentions. Members of a subcommittee on social security include Representative Reed, chairman, and Representatives Woodruff, Kean, Curtis, Mason, Dingell, West, Mills, and Lynch. Subcommittees on tariff and reciprocal trade, and tax revision are chaired by Representatives Gearheart and Jenkins, respectively. These three subcommittees will greatly facilitate the work of the Ways and Means Committee, and ought to solve the mechanical difficulties which have stood in the way of getting adequate House consideration of social security issues.

Chances of favorable action in the Senate have been considered good from the start, and informed observers are now predicting that the House will extend at least OASI coverage to farm workers, employes of charitable organizations, and municipalities.

Political Note. Incidentally those observers who calculated that the Wallace campaign would at least have the fine effect of jarring loose some congressional votes for domestic issues, like social security, minimum wage, and the civil rights bill, by throwing a scare into candidates for reelection, should review their calculations. It is now abundantly clear that Mr. Wallace's advisers are not interested in domestic issues, and that the only scare they want to throw is with respect to congressional votes on ERP and foreign policy. Present indications are that while the Wallace boys cannot hope to elect their own candidates, they will enter them in every bailiwick where the incumbent has voted "wrong" on Greek aid and ERP, regardless of domestic record. Helen Gahagan Douglas of California, Senator Edward Martin of Pennsylvania, and others who have fought courageously on every domestic issue for which Wallace professes to stand, have been served notice that they will be faced with three-cornered fights unless they capitulate on their congressional stand for ERP.

Reorganization Plan. By a 58-25 roll call vote, the Senate killed the President's Reorganization Plan No. 1 which would have put the USES and the unemployment compensation program in the Labor Department. The Senate vote defeated the majority report of its own Labor Committee, which had voted 9 to 4 in favor of the transfer. Senators Ives, Taft, Jenner, and Donnell opposed the President's plan in committee. Senator Donnell led the fight against it on the floor. The floor fight for the plan was led by Senators Ball, Murray, Moore and others. Little of the discussion of this complicated issue made the daily press, but any student of social trends should read the proceedings in the Congressional Record for March 16, pages 2981 to 3007. As an illustration of the confusion—both honest and willful—that besets public debate on social issues, this one is hard to beat.

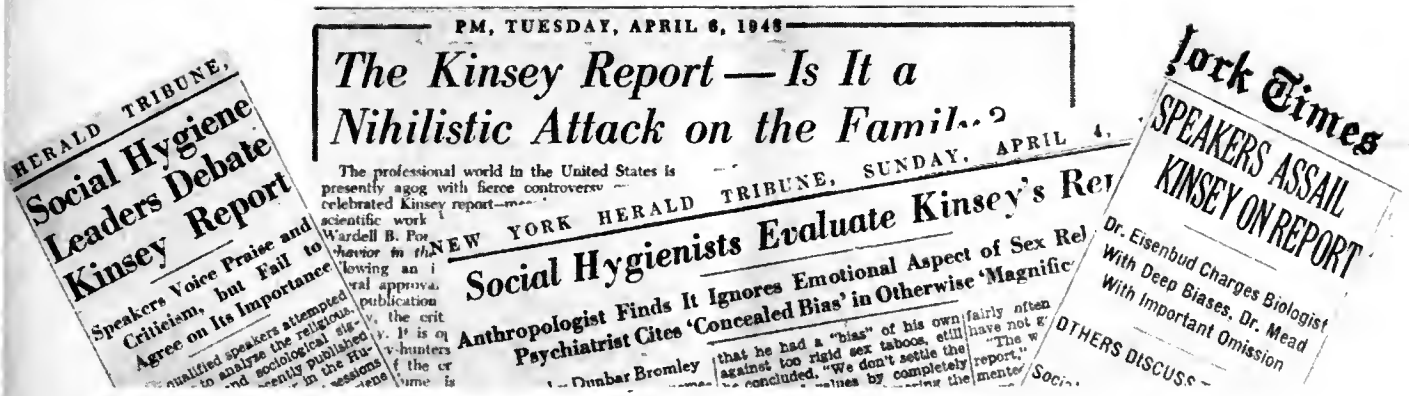
Minimum Wage. To date, nothing is doing in Congress on minimum wage revision. S.2062, introduced by Senator Thomas of Utah, providing for a 75 cent minimum, has not yet been scheduled for hearings. Rumor has it that Senator Ball intends to introduce a bill of his own, with possibly as low a minimum as 60 cents and industry-committee flexibility within a 50-70 cent range. With cost-of-living figures where they are, even a 75 cent minimum would be only of academic interest to most industrial workers, and a 60 cent minimum would put a floor under wages only for those workers now at the very bottom of the scale.

Workers' Education. House hearings on the Labor Education Extension bill are now scheduled for four days beginning April 13, before the Education subcommittee (McCowen, R., Ohio, chairman) of the Committee on Education and Labor. House sponsors of the bill, H.R. 4078, are Madden (D., Ind.) and Tollefson (R., Wash.). Senate hearings were completed last month. Some kind of bill is likely to be passed this year, though there is some hint of amendments that would distort the presently accepted philosophy of workers' education, as expressed through this program.

The pattern for this bill is borrowed from the agricultural extension program. Should it become law, and should social security be extended to farm workers, both in this session of Congress, it would be an interesting coupling in view of the rural-urban conflict of which American legislators are so conscious.

World Health. One possible explanation of tabling the bill providing for participation in WHO, is that Congress would like to put all our UN commitments in one basket, rather than have them coming up piecemeal, so they could see them in relation to their total cost. The various specialists, however, point out that separate consideration of non-controversial activities like this one permit of accomplishment in some international cooperative endeavors while the hot controversial issues are being debated in the Security Council.

Nora Piore



Specialists and the Kinsey Report

KATHRYN CLOSE

Ten years ago a biologist embarked upon a scientific undertaking. Today the first of eight volumes to be published on the results of his and his associates' studies is second from the top on the nonfiction best seller lists. "Sexual Behavior in the Human Male," by Alfred C. Kinsey, Wardell B. Pomeroy and Clyde E. Martin, a study of the sex activity of 5,300 white men and boys, has had one of the most remarkable receptions of any research work to come off the scientific press.

The very title of the book indicates that it holds implications for all the professions concerned with human relations. But popularity cannot be used as a gauge of scientific merit. What meaning, then, does the Kinsey report hold for scientific disciplines and what will be its lasting impact on society?

In the belief that facts must be produced in perspective to have meaning, the American Social Hygiene Association last month devoted two days of its three-day annual meeting for social hygiene executives to a discussion of Professor Kinsey's research methods and the implications of his findings for the various fields of social science and the public generally. Two hundred persons professionally concerned with human behavior or medical or social research attended the meeting on special invitation.

Featured speakers included two physicians, two sociologists, two clergymen, a psychiatrist, a psychologist, a statistician, an anthropologist, a lawyer, and an educator. Their approaches were as varied as their personalities and the disciplines they represented. "Each parent will find in the Kinsey report what he is looking for," said the psychologist, and for "parent" he might have substituted "speaker."

This article reports a recent two-day conference sponsored by the American Social Hygiene Association on the book, "Sexual Behavior in the Human Male," by Alfred C. Kinsey, Wardell B. Pomeroy and Clyde E. Martin. Full proceedings of the conference, now in the process of publication, will sell at approximately $2 a copy, from the association, 1790 Broadway, New York 19.

Somehow the Kinsey report seems to evoke the same kind of intensity of response as a raw oyster—either of like or dislike, but definitely one way or the other. While all but one speaker acknowledged the tremendous contribution Professor Kinsey has made to research, battle lines were drawn at the point of his interpretation. Morality was the controversial issue in spite of the fact that the work under discussion was, in the words of Dr. Walter Clarke, the association's executive director, "a serious scientific effort to describe the sexual conduct of human beings in accurate, non-emotional terms," and in spite of the scientific and professional character of the assemblage.

The moral issue centered around a number of questions posed from the platform as well as from the floor. Was Professor Kinsey actually dispassionate in the presentation of his materials or did he in his very lack of evaluation present an animalistic philosophy of sex? Did he and his associates act irresponsibly by allowing such widespread dissemination of their findings? Was he to blame for the "unscientific" publicity in the public press? This last question kept cropping up irrelevantly throughout the sessions, even though two physicians who know Professor Kinsey well testified that the publicity was spontaneous, coming in a flood when the authors released reporters from a ten-year promise of silence.

Moral controversies, however, did not obscure the interest in Professor Kinsey's scientific methods—particularly in his interviewing and research procedures. These, too, had their protagonists and antagonists. Praise seemed to outweigh criticism in respect to the interviewing methods, while the sampling procedures used in the collection of data came in for heavier censure.

The stage for discussion was set by the initial speaker, Dr. George W. Corner, director of the department of embryology, Carnegie Institution of Washington, and chairman of the Rockefeller Foundation's Committee on Research in Problems of Sex, which since 1942 has been financing the Kinsey inquiries. Dr. Corner traced the historical development of the report, described Professor Kinsey's interviewing method, and summarized some of his major findings. (See boxes, pages 114 and 115.) He told of how the Indiana biologist had first written of his work to the Committee on Problems of Sex in 1940, when he had already accumulated 1,700 histories; and of how the committee, after giving the study some backing in 1941, had later enlarged its support on the recommendation of three of its members who

had visited Professor Kinsey to examine his methods.

METHODS

Dr. Corner had only the highest praise for the Kinsey method of interviewing, which he had witnessed at first hand in two instances—once when he himself was being interviewed to provide data for the report and once when he sat in on an interview of a person "from society's lowest stratum." He maintained that the method has been worked out in such intricate detail that it comes "as close as is humanly possible" to gaining accurate information on sex behavior. Much of this effectiveness he attributed to techniques for dealing with tendencies to withhold information or to brag. No one, he declared, has a right to make any public comment on the Kinsey interviewing method unless he has subjected himself to a Kinsey interview.

In commenting on the report's rather startling findings in regard to frequency and patterns of sex activity, Dr. Corner suggested that knowledge of these facts can be used toward the better guiding of human conduct.

More reserved in his praise of the Kinsey interviewing method than Dr. Corner and definitely disapproving of other aspects of the report was the psychiatrist who spoke at the same session. This was Dr. Jule Eisenbud, associate in psychiatry at the College of Physicians and Surgeons, Columbia University. Though he commended the interviewing method for its depth and scope "as far as consciously remembered material goes," he found an imperfection in its inability to elicit forgotten experience — early activities which sometimes cannot even be recalled in several months or even years of psychoanalytic treatment. Maintaining that no ordinary interviewing technique could successfully plumb for this material, he suggested the possibility of carrying on a control experiment in which persons of all ages would be subject to interviews under amytal narcosis or hypnotic regression. He expressed the belief that the inclusion of such experience in the data would raise the incidence figures in the Kinsey report on childhood, adolescent and post-adolescent activities, but would probably not change the rest of the findings to any great extent.

The psychiatrist leveled his sharpest criticism at Professor Kinsey's interpretation, which he found implicitly evaluative in spite of the biologist's claim to a scientific, non-evaluative approach. Evaluation, he maintained, exists in all of Kinsey's implications as to his subjects' personal adjustment, as when the phrase a "skilled and scholarly lawyer" implies a well-adjusted person; but in such instances has no basis in pertinent material. He also deplored Professor Kinsey's frequent inferences based on his subjects' statements of direct motivation, thereby ignoring the "firmly established precept of psychiatry" that the major determinants in an individual's sexual behavior are entirely unconscious.

"Professor Kinsey lulls you into the theory that you are getting nothing but facts," said Dr. Eisenbud, "but his statement that he has no bias may be a bias for a purely biological view of sex."

The psychiatrist decried as specious the biologist's denial of norms and his attempt to describe normality as a "normal curve of distribution." Comparing the sex activity curve with a curve describing eating habits, he declared that factors other than the physical are involved at the extremes of both. Yet "Professor Kinsey gives us no indication whatsoever that the higher frequencies represent very morbid conditions nor that very low frequencies are the result of inhibiting factors."

Dr. Eisenbud also charged Kinsey and his associates with manipulating their data—seeing causative relationships of factors which may only be parallel, as in their correlation between premarital petting and later adjustment to marriage. He also quarreled with the report's statement as to lack of evidence in respect to sublimation, hinting that such evidence might have turned up if the interviewers had asked the right questions. Pointing out that sublimation, if it exists, is an unconscious diversion of sexual energy, he suggested that the Kinsey interviewers include questions as to the relation of periods of sexual activity to periods of athletic or artistic activity.

Dr. Eisenbud was skeptical of current predictions that the Kinsey report

Some of Dr. Kinsey's Findings

as summarized by Dr. George W. Corner

1. There is much greater variation in total sexual outlet than has been generally thought.

2. Both very low and very high rates of total outlet occur in persons who are well-adjusted and effective citizens. Such terms as "frigid," "over-sexed," "excessive," refer to points on a curve which is continuous from its low to its high extremes.

3. Frequency of total outlet varies with age, reaching its highest level in late adolescence and dropping off gradually after thirty.

4. Sublimation, if it exists, is rare. Dr. Kinsey found no clear-cut proof that sexual energies can be voluntarily diverted to art, literature, science, religion or other high-level activities.

5. The rate of total sexual activity tends to be higher in men who attain puberty early.

6. There is wide difference in the pattern of sex behavior and in moral and esthetic attitudes toward it, at different educational and occupational levels of the community.

a. Masturbation, nocturnal emissions and heterosexual petting are more frequent among high school and college educated men than among the less educated, while premarital intercourse is more frequent among those of grade school education.

b. Married men of the lower occupational and educational groups when young find a considerable part of their sex outlet in extramarital relations, but with advancing years become increasingly limited to their wives; while the reverse is true at the college level.

c. Sex practices accepted at the college level and even recommended by marriage counselors may be considered downright perversions by the grade school level.

7. The incidence of male homosexual behavior is higher than generally supposed, but it is seldom the expression of an innate fixed pattern.

8. The general sexual patterns of the younger generation are nearly identical with those of the older generation, the data giving no sound basis for thinking that the younger generation has become more active in its sexual contacts.

9. An individual's orientation toward sex is established in early childhood.

The Interview Method

as experienced by Dr. Corner

The subject is put at his ease at once by Dr. Kinsey's impersonal and yet agreeable manner. The first questions are of routine character, answerable without embarrassment. That absolute secrecy will be maintained is emphasized by the general atmosphere of the interview and by the appearance of the record blank which is freely exposed to the subject as the interviewer makes his coded notations upon it. . . . Dr. Kinsey manages also to convey, early in the interview, the comforting assurance that he has heard the same sort of things before and that he is collecting facts, not sitting in judgment. . . .

The two interviews in which I participated were conducted at a businesslike but unhurried speed. Both I myself and the other individual whose responses I heard were given time to reflect and were put under no pressure to make snap decisions. An occasional question was followed up by another in rapid sequence in order, no doubt, to detect inconsistencies or otherwise circumvent error. There were surprises in the sequence of questions, and unexpected recurrences to themes already discussed. . . . The subject is aware from the first that he is being dispassionately studied by a well-informed scientific man . . .

The tendency to suppress or cover up relevant information breaks down before the extraordinarily persistent questioning of the expert, who knows just how and when to follow an unsatisfactory answer by another question whose bearing on the first may not at once be apparent to the subject. It must be emphasized, however, that the interviews, as I saw them, by no means were contests between a prodding questioner and a reluctant victim. It is a major part of Dr. Kinsey's success that he is able to make his subjects feel that they are contributing, without loss of dignity, to a useful scientific study.

I will not pretend that the experience is without strain for the subject. His reaction necessarily depends upon his capacity for detached introspection and upon the strength of his emotional reactions to the awakening of old memories and to the revelation of his intimate behavior to a second person. . . .

—with its information on how others behave—will alleviate the tensions in psychologically disturbed persons. He told of how a few of his own patients had "pounced on it eagerly, looked up the frequency tables and then forgotten about it completely." This, he said, was what he had expected for "you can't cure an emotionally disturbed individual simply by telling him what he does is alright." He expressed more hope for its preventive effect on future generations who, as its information becomes general knowledge, may be less apt to develop guilt reactions over sex activities.

STATISTICS

Technical assessments of the Kinsey report from the statistician's viewpoint were brought to the conference by Clyde V. Kiser of the Milbank Memorial Fund, and Professor John W. Riley, Jr., of the Rutgers University faculty. Though both paid compliments to the enormous scientific significance of the study, they pointed out that certain statistical procedures, particularly relating to sampling, raised questions which were probably to be expected in a pioneering work of such magnitude. As Mr. Kiser put it: "One does not expect the newly-broken land of the frontier to have the well-tilled and neat appearance of the farms in long-settled areas."

Mr. Kiser said that the soundest conclusions of the study were probably those based on data from the college-level group, and that the conclusions for the other two groups should be regarded only as "suggestive indications." His opinion was based partly on the discrepancy between sizes of samples from the three groups. The question on intercourse with prostitutes, for instance, was answered by 2,815 persons of college education, 484 of high school education, and 661 of grammar school education. Mr. Kiser pointed out that the two latter groups were too small "to withstand much in the way of finer subdivisions" which is necessary to Kinsey's "taxonomic approach"—an approach primarily concerned with measurement of variations in sub-units of a group. Thus the value of estimates for all white males in the United States is considerably diminished.

The second count on which Mr. Kiser based his opinion as to the greater reliability of the college-level data also rose from discrepancy in size of sample. This, he said, assumes importance when it comes to the procedure involved in the use of "stratified sampling." When stratified samples are being used for statistical study of given subdivisions, proper weights relating to the proportionate distribution of the samples within the whole must be introduced for estimating the average experience for the whole. At this point, according to Mr. Kiser, the report "leaves much to be desired." For when the results for educational classes are weighted according to the proportionate distribution of the educational classes in the United States, the heaviest weight must go to the rates which in the Kinsey report are based on the smallest samples, those of less than college attainment.

Mr. Kiser fortified this point by implication in his comments on the importance of "inadequately described" sample groups. Data from the sixty-two groups ranging from college fraternities to mental and penal institutions which provided records for 100 percent of their units, would be more valid, he believed, if the samples had been analyzed separately, or even if the numerical or proportionate importance of each were given.

In his discussion of Kinsey's analyses, Mr. Kiser noted a tendency to play down evidence of instability of sex pattern, and to be too conclusive about the stability of the pattern from one generation to another. All experience for a given age group has been combined in the study regardless of age of subject at the time of interview. In a comparison between the older and younger generations, Kinsey registers an upward trend in petting, masturbation, and nocturnal emission, but not much change in the incidence of premarital intercourse, intercourse with prostitutes, and homosexuality. It was Mr. Kiser's contention that here Kinsey has failed to take time trends into

account, and that, in fact, in the incidence of premarital intercourse in the 15-19 year old range, there is considerable variation between older and younger generations.

Professor Riley, speaking at a luncheon session, questioned the use of the stratified or "judgment" sample as opposed to the random or "probability" sample. In the latter, he explained, the mathematical theory of probability can be applied to indicate the levels of significance, limits of confidence or probable error, but in the former the amount of error or element of unrepresentativeness cannot be measured—it becomes simply a matter of judgment.

Two biases, Professor Riley said, may enter into the use of the judgment sample—the "accessibility bias" and the "dispersion bias."

The first bias, he explained, refers to the likelihood that the researcher will select readily available "units" for study, neglecting those more difficult to obtain. If the units show differing characteristics according to their availability, serious biases may enter in. In the Kinsey studies, over half of those interviewed volunteered to do so, after hearing a lecture on sex, coupled with promotion of this specific project. The fact of attendance at such a lecture is selective, explained Professor Riley, and the fact of volunteering further intensifies the selectivity. He raised the question of whether it might not be assumed that people who both attended the meeting and volunteered to be interviewed, had a different, perhaps greater, interest in sex than others, or at least were more willing and anxious to discuss the subject. The issue here, according to Professor Riley, is whether the sex behavior of accessible subjects would be expected to differ in any way from that of the relatively inaccessible.

The dispersion bias refers to the tendency of the sampler to select or notice more of the dramatic or extreme cases than those in the so-called middle range. Referring to Kinsey's expressed aim "to get every kind of history," Professor Riley pointed to a list of thirty-two types of interviewees as evidence that the Kinsey group had leaned over backward to get diversity, and might be open to the charge of dispersion bias. He based this on the number of types appearing on the list which might be supposed to be poorly adjusted sexually, such as pimp, prostitute, thief, and the number which by reason of profession come into contact with behavior problems of various kinds, such as psychiatrist, social worker, and marriage counselor.

On these grounds, Professor Riley objected to Kinsey's statement that the many questions on sexual excesses, "taboo" activities, and the like, asked by those being interviewed represent the "everyday sexual problems of the average individual." He contended that no conclusive delineation of the average individual was presented.

Professor Riley maintained that the greatest shortcoming of the study from the point of view of sample data was the extent to which results had been projected into over-all national figures. Though Professor Kinsey himself sees this as being of secondary importance to the accumulation of data on variations in sex behavior in segments of the population, Professor Riley predicted that the real impression of the report on the public will be in terms of its generalizations, and that Professor Kinsey "jumped the gun" by drawing national figures on incomplete data. He concluded, however, that on the whole "the report's lack of preciseness from sampling errors is not an important shortcoming."

Statistical Procedures

Data from about 300 questions asked of each interviewer were entered on history sheets in carefully worked out and closely guarded code and then analyzed on a basis of twelve breakdowns: sex, race-cultural group, marital status, age, age of adolescence, educational level, occupational class of subject, occupational class of subject's parents, rural-urban background, religious group, religious adherence, and geographic origin.

A total of 698 samples were taken, the size of each being determined through calculations on samples of varying sizes. Final calculations were accepted if the smallest sample of a grouping differed from the largest by 5 percent or less, except in respect to incidence where only 2 percent variation was allowed.

A stratified sampling technique was used—taking fairly equal samples from each of the ultimate groups regardless of relative size of group in the population as a whole. To check on representativeness of sample, partial sampling was compared with the 100 percent sampling among the 62 groups in which every person gave a history. The latter accounted for 26 percent of the total number of histories in the study.

Calculations for findings on a national scale were accomplished by weighting data from each group in proportion to size of group in U.S. Census and totaling the weighted results for all groups. The authors state that these calculations "should be taken as approximations . . . although they undoubtedly show the general locus of the incidence and frequency figures, with plus or minus errors of some few percent."

LEGAL AND SOCIAL ASPECTS

With the appearance of a lawyer and an anthropologist on the platform, the emphasis shifted from a discussion of the Kinsey methods to a consideration of the possible impact of his findings on society and its institutions. The lawyer, Fowler V. Harper, visiting professor of law, Yale University, maintained that the Kinsey report only reemphasizes the fact that "the law is obviously out of touch with reality."

"The charts indicate," he pointed out, "that the sex life of most human males is largely criminal. If law and behavior are going to conform, one or the other must be changed."

Only the people who make the law can revise it, he reminded his listeners, and those are "the same 95 percent" who break its dictates. However, since "the moral conceptions and inhibitions of our society constitute the soil which produces the law," change in the law will occur only as these concepts change.

Frankly skeptical of the ability of the law to affect personal relationships, Mr. Fowler cited the present disregard of the intent of divorce laws as an example of the inconsistencies which arise between the written law and its application under attempts to legislate morals.

The anthropologist, Margaret Mead, associate curator of ethnology of the American Museum of Natural History, New York, attacked the Kinsey report as offering society "nothing to build with." Though it "tears down and clears away some unnecessary rub-

ble," it provides no foundation for constructive action, she charged.

Calling the report "puritanical" because its biological approach leaves no room for any suggestion that "sex can be fun," she predicted that because it follows the modern American trend of considering the body in terms only of health and physiological necessity, it would be extraordinarily destructive of psychic well-being. "The Kinsey report is not daring. It does not talk about the emotion of sex, its meaning to people. . . . We need to think more about sex as a part of interpersonal relations."

Miss Mead conceded that in making it possible to discuss sex taboos, the report might have a salutary effect on efforts to create a better relationship between common behavior and mores. However, she warned of the danger that its unpatterned nature might promote the idea that patterns of conduct are unnecessary. "There are no people in the world," she declared, "without sex patterns to protect children and to provide a reward for men to stay at home."

The conference's consideration of the Kinsey document in relation to the public health centered on its value for venereal disease control programs. Dr. John R. Heller, Jr., chief of the venereal disease division of the United States Public Health Service, declared that in general it was too early to draw inferences from the report to motivate great changes in the present program. Such action, he said, will depend not only on the nature of Kinsey's completed data but also on the results of further study and analysis of present data.

Dr. Heller indicated that the chief values from the report for VD control might prove to be direction of case-finding—"one of the most important current instruments for VD control" —and a contribution toward improved quality of interviewing in this field. He referred to Kinsey's finding of greater incidence of extramarital intercourse in the eighth-grade level, as a possible direction for case-finding toward this group. In general, he added, the enormous amount of sex activity, as reported in the Kinsey volume, indicates a greater VD potential than has been previously estimated, "especially in the lower educational, social, and economic groups."

He described an experiment in the Hot Springs Medical Center, where Professor Kinsey has worked with the staff on ways of improving the quality of their interviewing. This work has been directed toward inducing objective, unprejudiced attitudes on the part of the interviewer and the possible usefulness of determining the patient's sex behavior pattern, before getting names and addresses of sex partners. Preliminary data, according to Dr. Heller, show better performance of the interviewers, which suggests that Kinsey's interviewing technique may have great value to various fields. Kinsey's finding that wide variations of social attitudes about sex exist at various educational levels, is a valuable tip for these interviewers, he said, since it stimulates awareness that the pattern of the patient may not be the pattern of the interviewer. The Kinsey confirmation of VD studies showing high rates of sexual activity in individuals, increases the necessity for VD interviewers to be alert to "sexual athletes." Although public health officials have so far not been impressed with homosexuality as a factor in the spread of VD, the findings indicate a need for interviewers to be aware of such possibilities.

Dr. Heller also expressed his belief in the value of the book's popularity, for, he said, the effect of widespread dissemination of knowledge is in the long run always salutary.

MORAL CONCERNS

Implied and explicit charges of moral irresponsibility on the part of Professor Kinsey and his associates emerged in a session at which the chief speakers were a Roman Catholic priest and a sociologist, the latter being the more bitter of the two in his denunciations of Kinsey's works.

The priest, the Reverend Harold C. Gardiner, S.J., associate editor of the Catholic magazine *America,* questioned the authors' right to throw open their findings to the general public rather than confining them to scientific circles. The fact that the report has been allowed to become a best-seller has resulted in interpretations that Professor Kinsey himself would probably repudiate, said he.

Father Gardiner maintained that the most serious misinterpretations arise from Professor Kinsey's use of the word "natural" to describe a frequent response to a familiar urge. This, said the Jesuit, takes no account of another meaning of the word—that which is in consonance with the full development of personality. Kinsey and his associates, he charged, imply that the term "natural" in its frequency sense is synonymous with the term in its moral sense; and he warned against the danger that young people, bewildered by the confusion of the two definitions, might be led into experimentation that will prevent their achievement of "true naturalness." According to the teach-

The Law and Sex Behavior

Fowler V. Harper

There is nothing particularly unique about the glaring inconsistency, highlighted by the Kinsey study, of a practice on one side of the street and a creed on the opposite side. And this is particularly true in the area of human behavior involving the relation of the sexes to each other. . . . This disparity between behavior patterns and legal theory is not more conspicuous in the facts which Kinsey has dug up than in other phases of the relations of men and women. Practically the entire law of marriage and divorce consists of fictions to give it a superficial conformity with ethical and religious norms which every sophisticated student knows to have little relation to the facts of present experience. . . .

Law, however, is not changed by argument. It is changed by necessity. . . . Except for critical periods the rule is one of inertia. The old values are encrusted in the law until they are literally forced out by the sheer necessity of events. . . . The human mechanism is tough; the legislative apparatus delicate. We don't control thought and desire through legislation; we control legislation through thought and desire. The moral conceptions, taboos, emotions, inhibitions, these constitute the soil from which spring the postulates and major promises of the law. . . .

If there is to be widespread modification of our sex laws, society must first be emancipated from the old ideas and values embodied in these postulates. That, I suppose, is the task of the Kinseys, the Pomeroys, the Martins and other investigators and scholars as well as educators, propagandists and reformers. When, but not until, the substitution of the new for the old is achieved, the law will adjust its dogmas to conform.

Jay Storm Studio
Lawyer Fowler

Underwood & Underwood, N. Y.
Doctor Corner

American Foto-News
Educator Bond

ings of the church, Father Gardiner explained, emotions must be under control if the fullness of human development is to be attained. He spoke of the power of example over the young, suggesting that this might be broken down by the indiscriminate knowledge of Kinsey's frequency figures.

In response to the theory that the report points up the necessity of changing laws regulating sexual behavior, the Jesuit priest maintained that "moral laws are immutable." If firebugs ran rampant in New York, we would not abrogate the laws against arson, he argued.

Father Gardiner saw the possibility of constructive results from the Kinsey publication if it effects invigorated efforts on the part of professional and church groups to provide proper sex education to the young. However, he expressed fear that the widespread dissemination of the findings may defeat this possibility, for "as knowledge and training in sex become everybody's responsibility, they are likely to become nobody's responsibility."

The most consistently disapproving critic of the Kinsey report in the two days of discussion was Carle C. Zimmerman, an associate professor of sociology at Harvard University. He not only denounced Kinsey's "irresponsibility" in making public his findings, but declared the report to be an attack on the institution of the Western family. Calling it "an expression of the revolutionary anti-family behavior of our times," he predicted that it will speed up society's movement toward a crisis in the family.

To show how society's sex mores had arisen from the dependence of civilization on family stability, he traced the history of crises in the family structure from early Greek days to the present. Of the four crises which threatened the Western family during the course of history, the present is the most serious he said.

Professor Zimmerman's main quarrel with the Kinsey report concerned the authors' apparent dissatisfaction with prevailing sex norms and belief that these should be reoriented toward reality.

"We have a right to ask the backers of the report what they plan for the future," he suggested. Reviewing some alternatives to present mores he rejected them all: an approved increase in prostitution would put society in the hands of overlords and gangsters; a relaxation of views on homosexuality would build up socially irresponsible classes primarily interested in pederasty; a recommendation for an increase in premarital relations with "girl friends" would aggravate an already serious situation detrimental to the future of the girls involved; an accepted increase in adultery would threaten husband-wife relationships. "Modern women are simply not going to stay home and rear families unless the responsibility is jointly that of themselves and of husbands who at least *appear* to be trying to act seemly."

Maintaining that the Kinsey report is based on the "sex is just another drink of water theory," Professor Zimmerman declared that it was "ludicrous" for a biologist to be hired to report on "the basic family and social problem of our time."

Breaks in the family system occur, the Harvard professor explained, in any period of unrest; and at such times there is a polarization of values. When this happens, he said, antithetical values come to the fore first and "society goes on a sex happiness jag." He recommended as the only safeguard against this occurrence the facilitation of positive polarization of family values. "If you cannot control the values about the womb, you also cannot control the values about the atomic bomb."

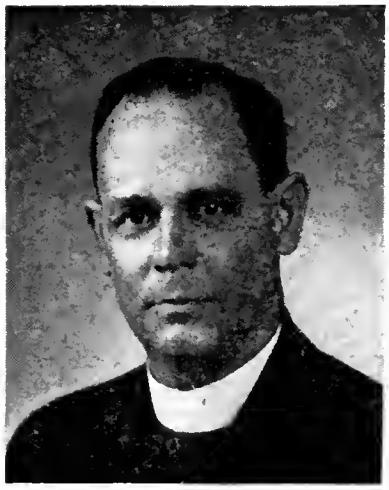
Professor Zimmerman saw a ray of hope in the "puritanical nature of our present intellectual classes, as shown by the Kinsey figures." This is the first time in Western history, he said, when intellectuals have not led in the new freedoms from restraint.

PARENTS, SCHOOLS, THE CHURCH

In the final session on the Kinsey report a psychologist, an educator, and a clergyman considered its educational implications for parents, for schools, and for the church. All three maintained that the report's full meaning could not clearly be determined without further careful study of the information already published as well as that now in the process of completion by Professor Kinsey and his associates. Though they varied somewhat in their opinions of Professor Kinsey's efforts their conclusions contained a common theme—that his findings have thrown the spotlight on a long time need for a more courageous approach to sex education on the part of those who come in contact with children and young people.

In discussing the report's meaning to parents Lawrence K. Frank, director of the Zachry Institute of Human Development, New York, prefaced his remarks with the statement that any generalities about the report must be modified in relation to three facts: that each parent will find in it what he or

Anthropologist Mead



Churchman Gardiner

Sociologist Riley

she is looking for; that it reveals that an individual's practices and ideas of sex reflect his educational, religious, and cultural background; that every person has his or her own ideas about the place of sex in interpersonal relationships, a subject ignored in the Kinsey studies.

One of the most serious problems parents face, Mr. Frank maintained, is the necessity of helping children to understand sex, not just as a physiological function, but as a mode of interpersonal communication which is "another language for living, loving and finding fulfillment." This cannot be done, he said, through the attitudes with which a great many parents meet their children's curiosity about sex—attitudes relying on punishment, shame, disgust, guilt, and fear to inhibit the sex interests and activities of children and adolescents. He offered the Kinsey findings as an indication that this type of control does not work, for "presumably some of Kinsey's subjects have been brought up under them." Because such attitudes are based on the concept that sex and the human body are low and dirty, he said, they are in conflict with the parents' teachings that marriage is one of the desirable goals of life. For many children, adolescents, and adults the paradox is so confusing as to result in personality difficulties, often accompanied by sex behavior opposite from what the teachings intended.

"If we can help our children to accept their own bodies with feelings of respect and if we can give them a capacity for accepting individual differences, recognizing the essential bisexual nature of everyone," said Mr. Frank, "we might free them of the necessity of proving themselves by some irrelevant sex act."

He was skeptical, however, of the value of sex education as a separate subject of instruction, since this method of explanation ignores the fact that sex and a child's orientation to it are part of the whole content of his life.

Mr. Frank added that Professor Kinsey had attempted "to be objective about something about which it is impossible for us to be objective." Human beings in all civilizations, he said, have tried to do what culture always does—transform a physiological function into something with more meaning. "It is that which distinguishes us from the other mammals."

The implications of the report for schools and teachers were discussed by Helen Judy Bond, head of the department of home economics, Teachers College, Columbia University, who maintained that Professor Kinsey's "too frequent attempts to depart from the biological view" show the impossibility of making a study of just one aspect of any subject.

In spite of this reservation, Mrs. Bond stressed the importance of the report because of its revelations in regard to the early orientation of the child to sex patterns and because of the factual support it gives to awareness that the sex drive is ever present in the adolescent. Pointing to the obvious relationship of both these facts to the need for sex education as a part of and not apart from life, she recommended that "we do not wait for questions to arise, for too much confusion in the child's mind may precede them." In addition, she urged that "wise counseling" be made available to all adolescents to help them cope with the new drive within them, which they are apt

Sex Education and Counseling

Helen Judy Bond

This study impresses us with the effects of early conditioning on the determination of sex patterns in later years. Therefore, education relating to sex should be presented at an early age. . . . If correct education can be given before curiosity arises it means we can keep sex from being singled out as something separable and a peculiar part of human behavior which must be treated in a special way. . . . I know of no phase of education that requires closer cooperation between school and the home than this. In fact, here is an aspect of education where churches, schools, social and civic organizations, and professional groups such as medicine, public health, and law can and should work closely with individual and family groups.

The study has also reemphasized the fact that the sex drive is ever present in the adolescent and assumes great importance in his life because of its newness, his lack of understanding of it and that of those around him. . . . In this period every boy and girl should not only have the security which education can give but access to wise counseling in order to achieve a better understanding of himself so that this new force can be rightly directed to avoid misuse of it, and to give meaning to its existence as a part of normal human developments. . . .

not to understand. She also recommended greater opportunities for the diversion of energies, such as an educational curriculum "rich in all types of creative activity" and the provision of wholesome recreational facilities in the home, the school, and the community.

Mrs. Bond, moreover, saw implications in the Kinsey report for colleges and universities. Because of the information that in the higher levels of education, sexual activity, in her words, "more nearly approaches its intended role" she suggested a more widespread availability of educational opportunity; and because of the evidence that it is greatest before the age of twenty, she asked for consideration of provisions to make early marriage possible for students and other young people. As an antidote to the high rate of sexual activity in "the level of society which is low in individual resourcefulness," she prescribed an aggressive program of adult education to open up new interests and develop vocational and avocational abilities.

Teachers, said Mrs. Bond, must play a key role in all these programs. Therefore, they must be carefully selected, educationally prepared in problems of personal and family living, and taught to work together in the preparation of curricular material that will bring the problems of human relations to student groups through all educational disciplines.

In speaking on the meaning of the Kinsey report for the church, the Rev. Otis Rice, professor of pastoral theology of the General Theological Seminary, New York, made it clear that he was presenting his personal views and not the position of the whole of Protestant Christianity nor even of his own denomination. The results of the report, he maintained, come as no surprise to a great many pastoral advisers, and some of them will welcome the material as an aid in gaining a perspective on the role of sex in all of life. The report, he suggested, should stimulate some rethinking of moral theology not only in the light of its own findings but also in relation to modern knowledge of depth psychology. He expressed the conviction that only the church's verbiage and not its basic tenets would be affected by such analysis.

Declaring that sexual behavior is often symptomatic of other personality difficulties, Dr. Rice pointed out that the clergy has a traditional obligation to help individuals develop fuller lives. Religious education, he maintained, should be education for living as a whole. Pastoral contacts, which give the church an opening to the home in all the crises of an individual's life, also provide the clergy with opportunities to help in personality development. Important to the success of such efforts, Dr. Rice warned, are the personalities of the clergymen themselves, and their ability to use whatever assistance is available from other disciplines.

In suggesting a reevaluation of moral theology, Dr. Rice was one of the few participants at the conference who seemed willing to weigh his own field of interest against the findings of the report. Another was Dr. Heller, who told of already having introduced the Kinsey interviewing techniques into the case-finding phases of the venereal disease control program. But for the most part the weighing was the other way around, the participants tending to evaluate the report in relation to their own fields of interest. Thus, the psychiatrist found it lacking because Professor Kinsey had not used psychiatric techniques to probe into the depths of the unconscious for "forgotten materials"; the anthropologist resented the one-sided approach which eliminated every phase of the subject from consideration except the biological; the sociologist interpreted the scientist's lack of moralistic judgments as an attack on the already tottering structure of the Western family; the priest saw the widespread dissemination of the findings as a threat to the morals of young people.

If Professor Kinsey tried to follow all of their suggestions he would find himself embarking upon a study embracing all the infinite complexities of personality development and human relationships. The fact that this is not what he as a biologist set out to do should encourage enterprising social scientists to undertake studies that would complement his efforts. In the meantime, he and his associates can undoubtedly derive some benefits for the improvement of the procedure and scope of their endeavors from the kind of sincere critical analysis afforded at this ASHA conference.

Courtesy of The New York Times Book Review

Reprints of this article are available: Single copies, 10 cents; 11-24 copies, 9 cents; 25 or more copies, 8 cents.

EPITOMES

Journal of Psychiatric Social Work

Casework in a Psychiatric Hospital Some Hostility Factors

Cecelia R. Steinlein

Each member of the staff of a psychiatric hospital is vested with some of the authority of the hospital itself, originally accorded to the hospital by the state's commitment laws. Obviously, different patients react to authority in different ways. This becomes apparent in the patient's reaction to and use of his year's convalescent period outside the hospital. Frequently the patient, upon learning that the social worker or doctor will expect him to "report in" at intervals during the year, reacts with hostile feelings.

In many state hospitals which use social service, the social worker is given the responsibility of operating in two different functional areas during the patient's year of convalescence. In one, the patient uses social service voluntarily to become more and more able to cope with social situations which might jeopardize his adjustment. In the second, the patient's use is not voluntary, for one of the hospital's procedures which he has to accept is the follow-up interview with the social worker at stated intervals throughout the year. In [Western State Psychiatric Institute and Clinic, Pittsburgh] the term "Indefinite Visit" is used, although the Visit extends for one year.

The social worker must be alert to the presence of hostility and be able to evaluate whether its obvious presence or absence is a healthy or unhealthy sign. She must try to enable the patient to express it where it exists unexpressed, so that it can be accepted both by herself and the patient. She must establish a working relationship between the patient and herself despite the original hostility and thus enable the patient to use her service in whatever area it can be used, to the extent that it is possible for him. Two cases are used to illustrate this theme. The first is a late adolescent girl who resented hospitalization and wanted to leave "immediately." The second is an elderly woman, who, though well, looked upon the hospital as a refuge and did not want to leave. In the latter, hostility arose from the hospital's statement that she was well enough to leave and would have to. The balance hung between her using the hospital to become more ill, or using it as a supporting force in making an adjustment on the outside.

The social worker is the patient's real and understanding link with the outside world. Her function is to help the patient take whatever has been reconstructed and restored to him of his previous personality strengths and use them in building toward a happy, contributing position in the community.

(Journal of Psychiatric Social Work, Winter, 1947-48)

Social Work JOURNAL

Social Security: Prop or Pillow?

Alton A. Linford

Social workers, proud of and thankful for the progress of the past fifteen years toward the creation of a reasonably suitable social security system, have been puzzled and bewildered by the recent rash of attacks upon that system. These attacks are a measure of the extent of reaction in this country. The next few months call for careful and concerted action by social workers and all others who believe in the soundness of the social security system and in the essential dignity and worth of mankind. Much will depend upon the action of Congress and the election next November. We must lose no opportunity to interpret the program, its purpose, and the reality of the insecurities that called it into being and that cry for its extension. Each of the criticisms must be analyzed and answered, insofar as we have the facts to do so. An effort will be made to deal with some in this paper.

(1) Since the poor are shiftless and often degenerate, they have themselves to thank for their poverty.

Perhaps the best way to disprove [this] assumption is to compare weekly wages with the amount of income needed to maintain a family on a reasonably adequate standard of living. If upwards of one half of our families obviously cannot provide for their own security, there can be no justification for a disgracefully inadequate social security system.

(2) Social security costs too much.

When the people learn that money is not wealth but a medium of exchange; that high production requires high demand; and that such demand can only be sustained by seeing to it that all families have a minimum of purchasing power, then they will see the necessity to maintain purchasing power through well-paying jobs and adequate social security, to replace such wages when they are interrupted by unemployment, old age, etc.

Part of this criticism grows out of a distrust of people. Another part derives from the fact that we have here a program to care for dependent children who make their homes with a parent or parents of varying degrees of what the community regards as worthiness. More important, we are attempting to provide adequately for a few children, when there are millions of other children living in homes whose incomes are grossly inadequate. Social workers must continue to fight for adequate ADC grants; to reiterate the basic philosophy of ADC—that society should make it possible for mothers to remain at home and care for their children.

After looking at some of the specific charges, it should be acknowledged that we lack the factual data to refute them completely with objective evidence. However, is it not true today that the position one takes on these questions depends to a large extent upon one's philosophy? Our challenge is to gather the objective data that are required to prove our case.

(Social Work Journal, April)

Channels

Speak from Experience

Helen Hall

The public hearing affords social agencies the opportunity to bring their experience to bear in ways which may help to get at the cause of the trouble

they are attempting to treat. There are certain general rules to bear in mind. If a hearing is coming up for which you are to prepare or are helping to prepare material, you must see to it first that the need for action is clearly shown—then how to meet that need—who wants it met—and who would benefit from it. Social workers who have skill in community organization can enlist the various elements in a community to testify. However you come by it, somewhere in the picture should be the honest, homely, human detail through which all of us see past statistics to people.

Such highlights, however, do not take the place of solid, constructive testimony to show that technically what you are asking for can be done. For this you must draw on economists, businessmen, engineers, etc. Then you must tap the human concern in your community, and show wht kind of people believe in the cause. Another thing to bear in mind is that as many interested people attend as possible.

The National Federation of Settlements has made interpretive studies over the years among low income families. That is but one example of the wealth of material to be had in the files of social and health agencies everywhere. If we prepare our testimony for use at hearings from our own files and our own experience, then we will be on our own ground, which is strong ground. *(Channels, April)*

PUBLIC HEALTH NURSING

Unifying Health Services Through Public Education

Maurice J. Thomas

In initiating a health program in Rochester, Minnesota, it was first recognized that all groups interested in community health had distinct contributions to make. The Board of Health and the Board of Education over five years ago, therefore, authorized their executive officers to formulate plans of organization and procedure. [Under] the agreement:

(1) The city health officer is designated as the consultant, adviser, and executive officer for the school health department, responsible in that area to the superintendent of schools.

(2) The head school nurse acts as the supervisor of nurses, serving under the health officer.

(3) All school matters [are] undertaken only with the approval of the superintendent.

The regular health services consist of regular examinations by nurses and doctors, medical conferences with parents and teachers, vaccinations, immunizations, corrective exercises, rest, follow-up, and all the usual routine practices followed by most schools. The unique part of the Rochester plan is in conferences, diagnoses, corrective services, medical attention and follow-up. The second phase of the program is physical education. The third is health education, carried on primarily in the classroom.

The fourth is the Rochester Child Health Project sponsored by the Mayo Foundation of the University of Minnesota [in which] all children born in Rochester after January 1944 are enrolled. These children will have expert guidance, medical, psychiatric, and psychological services over a period of eighteen years until the time they have completed high school.

(Public Health Nursing, April)

Junior League MAGAZINE

The Beginning of Reason

Joan Wilkinson Hall

We have been carrying out "Operation Madhouse" here in Detroit for a little over a year. In 1946 the League got in touch with Dr. Fritz Redl, professor in charge of Wayne University's School of Social Work [who] was interested in carrying on some practical research in juvenile delinquency. We agreed to underwrite a practical experiment for at least a year.

Pioneer House is known as a "group therapy home for pre-delinquent children" in the nine-to-eleven age group. Of normal health and intelligence, years of neglect and mishandling have left [these children] with an all-consuming hatred in their hearts. This hatred has eaten away the last shreds of any conscience.

The main problem, as Dr. Redl sees it, is to restore these missing consciences, to build up a sense of self-criticism and to develop in these boys their own brake for their aggressive instincts together with an ability to direct their energies into the proper paths. Work to accomplish these ends falls into three main categories: (1) general atmosphere, (2) action interpretation (to restore the missing conscience), and (3) programming. The boys' thoughts are so disorganized that they will act upon an impulse with no realization of any moral issue or danger. At this point the adult must step in and by his actions identify himself with the child's conscience.

Definite recommendations in the field of programming have been made possible only by living with these children for 24 hours a day.

We don't want to state unequivocally that these boys will be the model citizens of the future, but it is certainly true that our pioneers have come a long way.

(Junior League Magazine, April)

HIGHLIGHTS

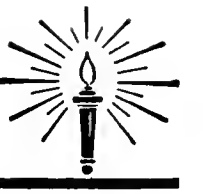
FSAA Annual Report—1947

Behind the glittering facade of the American scene in 1947 there were harsh facts. Millions of families were caught by the nation's worst housing shortage. The cost of living brought other difficulties. The mood of uncertainty in the outside world seemed to penetrate many of our homes. Against a panorama such as this, the family service field strove to repair individual breakdowns and prevent new rifts in the lives of families. In 1947 FSAA was active in such cooperative endeavors as the National Conference on Family Life to be held in Washington May 6, 7 and 8. Frank J. Hertel, general director, is treasurer of the conference. Cora Kasius of FSAA served on a United States social welfare consultative group to the Social Activities Division of the UN Secretariat. FSAA staff members participated actively in affairs of the National Social Welfare Assembly. The membership committee completed a revision of membership requirements and standards. Two new agencies were admitted, bringing the total number of full members to 236. Seven regional committees held nineteen meetings. The stellar single activity of the regional committees was the six institutes attended by a total of 295 agency staff members.

While personnel seemed the major worry to many member agencies, it ranked only third in the category of problems which agencies addressed to the national association. Questions revolving around administration and organization totaling 233, ranked first. Program activities were of almost equal concern. Other problems included casework practice, statistics, and education for social work.

(Highlights, March)

THE COUNTRY OVER



Heart Focus

The American Heart Association's campaign for funds centered in National Heart Week, February 8 to 14, will net about $2,000,000, according to tentative returns available at this writing. The drive had a dual purpose: to educate the public about the extent of heart disease and the possibilities of treatment and research; and to raise funds for the association's program of research, professional education and promotion of additional local heart associations.

The fact that the toll of heart disease which handicaps one out of five people in the United States, and is the leading cause of death among children between the ages of ten and fifteen, could be substantially reduced by research and proper guidance to sufferers, was particularly stressed during the campaign.

The pamphlet "1 out of 2" published by the American Heart Association cites recent advances in the treatment of acute rheumatic fever, high blood pressure and some diseases of the blood vessels. Other crying needs, according to the booklet, include: the development of standards for the certification of specialists in cardiovascular disease and for the care of patients; the training of general practitioners in this field; the education of the public to seek early care; an effective public health program similar to the community rheumatic fever programs in some areas; study and development of programs for the placement of cardiac sufferers in industry.

This pamphlet is available from the Association, 1790 Broadway, New York 19.

Gains

The Minnesota Heart Association, Inc., was established in November to carry forward the program of the national association in that state.

A novel plan has developed in this state to put the activities of the 4-H clubs to work against heart disease. Under the program, which was worked out in conferences of the Minnesota medical association, the new heart association, the 4-H clubs, and the county nurses, the youngsters will raise a calf or other livestock, or devote acreage to a special crop, to meet the expenses of any club member who develops rheumatic fever, or for related educational efforts.

At the University of Colorado Medical Center, the Henry Strong Denison Memorial Research Contribution Trust was set up recently, with a gift of $22,302 to develop a cardiovascular research laboratory.

The Michigan State Medical Society's committee on rheumatic fever control, has approved the opening of sixteen new rheumatic fever control centers in Wayne County. The centers will have the financial assistance of the Michigan Society for Crippled Children and Disabled Adults.

A ten-year investigation into the causes of high blood pressure was started at the University of Minnesota in January. The study, to which the U. S. Public Health Service will contribute $30,000 a year during the first five years, will include a five-year follow-up of 300 men from Minneapolis and St. Paul and of 180 university students.

The American Foundation for High Blood Pressure, now over a year old, has completed its organization and begun its campaign for membership and other sources of revenue. Its program includes financing medical research to discover the cause and cure of various circulatory diseases.

Rehabilitation

The Office of Vocational Rehabilitation, Federal Security Agency, has successfully rehabilitated seven thousand people disabled by cardiac disorders since the federal-state program began in 1943, according to a recent release from OVR. Through its program of medical aid, vocational guidance, training, placement, and follow-up, OVR has enabled these people, all but 214 of them unemployed when they sought help, to fill a wide variety of jobs, ranging from editor to miner. According to Michael J. Shortley, director of OVR, many more cardiacs will be successfully rehabilitated as the service becomes more generally known.

The New York University College of Medicine and the New York State Division of Vocational Rehabilitation recently set up at Bellevue Hospital a survey of 1,000 persons with heart disease to determine the appropriateness of their jobs. According to an article by Dr. Howard Rusk of the university in *The New York Times,* this study may provide "some badly needed 'base lines' on which further research can be done on just how much and what types of work certain varieties of heart cases may do without danger."

A rehabilitative program for cardiacs was started recently by the Altro Work Shop in New York City, an agency of the Committee for the Care of the Jewish Tuberculous. The shop, which since 1915 has provided sheltered employment for cardiacs, will conduct a similar program for cardiacs over a two-year period, to study their rehabilitative needs.

New Agency

A new organization, the National Heart Committee, was set up in March under private auspices, "to furnish all possible support to pending legislation before Congress for the establishment of a National Heart Institute, under the U. S. Public Health Service, for control and research into diseases of the heart and circulatory system." The committee, which will be supported by private funds, has as chairman Ted R. Gamble, chairman of the board of the American Theatres Association and owner of a chain of movie houses. Offices of the committee are at 237 Madison Avenue, New York 16.

Federal Action

Bills providing for establishment of a National Heart Institute have been introduced in both Houses of Congress. The House, which has voted an appropriation of $13,570,000, including an increase of $2,567,125, for the National Institute of Health for the coming year, earmarked $1,382,500 of the increase for additional research on dis-

eases of the heart and circulatory system. This includes $1,200,000 for research grants-in-aid; $82,509 for direct research by the institute; and $100,000 for research fellowship grants. In recommending this expanded program the House appropriations committee commented: "This field of research has been sadly neglected and represents one in which the committee intends to lend its support vigorously within all reasonable limits."

Federal Security Administrator Oscar E. Ewing reported recently that a cardiovascular unit had been set up by the state relations division of the U. S. Public Health Service. Through it and in cooperation with the new epidemiologic unit a control program will be set up for a typical community.

In Print

"Know Your Heart," Public Affairs Pamphlet No. 137, prepared by Howard Blakeslee, science editor of the Associated Press, with the cooperation of The American Heart Association, has recently made its appearance. An excellent presentation for the layman of the mechanism of the heart, its ills and progress in their prevention. Twenty cents from the Public Affairs Committee, 22 East 38 St., New York 16.

Health

Michigan's fifty-seven local health departments have completed evaluation schedules based on standards set up by the American Public Health Association and adopted by the Michigan Department of Health. The schedules are being graded by the field staffs of the department and the APHA. Consultants from the department will be available for follow-up visits to the local departments to assist with plans for improving programs. Ninety-two percent of the state's population is served by these local health departments, only twelve counties being without them.

To bring more doctors to the state's rural areas, the Michigan Foundation for Medical and Health Education has set up a revolving "Fund for Encouragement of Medical Practice in Rural Areas." Financial loans will be granted to students or interns who agree to practice in a rural area for at least three years.

The Michigan Practical Nurses Association is conducting a statewide survey to show the value of the practical nurse during the present nurse shortage. All practical nurses, nurses' aides, attendants, orderlies, and undergraduate nurses as well as nongraduate nursing help in physicians' offices and homes for the convalescent and aged are being asked to fill out cards showing what they do. The association, working through the Michigan Nursing Center Association, hopes to interest more unemployed women eighteen to fifty years of age in taking up practical nursing, and to make training facilities available for them. — *From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

Diet Survey

First information released on the New York State nutrition survey conducted last December under the sponsorship of Governor Dewey's Food Commission, reveals grave defects in the diets of 1,567 pregnant women who were interviewed as to their daily food intake. The survey conducted jointly by the Department of Nutrition, the Harvard School of Public Health, the Cornell University School of Nutrition, and the State Department of Health, covered sample groups of expectant mothers, school children, industrial workers, housewives and low-income families.

Only 21 percent of the expectant mothers questioned received the recommended 80 grams of protein, the most important single factor in their diet. Thirty-two percent were only slightly short of protein, but the remaining 47 percent had less than 60 grams a day. Only 22 percent were receiving the recommended quart of milk a day, and only one fourth the needed amount of Vitamin C. In the case of milk, fruits, vegetables, meat, and eggs, the diet was materially affected by family income.

A major objective of the survey is to provide data from which a long term nutrition program could be developed for the state.

New Health Council

The Washington State Health Council was formally organized in January with the purpose of "attempting to coordinate all health programs in the state on a consultative and advisory basis," reports the February *Health Commentator,* from the Washington State Department of Health. The council, which has no official status, will bring together for joint planning on a voluntary basis delegates from all organizations in the state interested in health. Projects proposed for consideration by the council include: a survey of the possibility of establishing more full time health services in the state; the recruitment of professional workers; and a study of how to interest physicians in taking up practice in rural areas.

Progress

Florida's public health program has been recognized by the Commonwealth Fund as making the "liveliest progress" of the six states receiving financial aid from the fund last year. The report states that "since Dr. Wilson T. Sowder became state health officer in 1945, changes have been occurring rapidly." Then, only about half of the sixty-seven counties were covered by full time local health services. Now, sixty-two counties have local health departments.

The Army

During the past year, the army reevaluated its traditional warning approach to VD to substitute a positive program stressing moral values, continence, and individual responsibility, Captain George Carroll, VD control officer of the headquarters First Army, reported at the February meeting of the American Social Hygiene Association. (See THE SURVEY March 1948, page 87.) As a result, VD rates among regular army troops in the United States are now at their lowest point.

The new program based on the premise that the army should be "a home for healthy, happy, decent and law-abiding men," includes: lectures by medical officers stressing continence and spiritual values, a broad program of wholesome leisure time activities, and a thirty-to-ninety-day quarantine imposed on any man contracting VD, designed to provide rehabilitation rather than punishment.

Close liaison is maintained with local public health authorities, to whom all VD contact histories are referred for follow-up. When a man who has received VD treatment is discharged, a notification is sent to the public health authorities in his home community for follow-up.

Fort Knox

A positive approach to VD control through sex education has been carefully developed at Fort Knox, the Universal Military Training Experimental Unit, Brigadier General John M. Devine, commanding general of

the unit, reported at the same meeting. The result is an extremely low rate of only five cases of VD among the 1,300 youngsters, averaging seventeen and a half years of age, who have been trained at the unit during 1947, its first year of operation.

Sex hygiene is taught the boys as part of their required course of training. The doctor in his course on personal hygiene and sanitation teaches the physiology of sex and the medical aspects of VD. The chaplain teaches a course called citizenship which includes a discussion of sex and its place in life, the importance of the family, and the responsibility of the individual boy to take care of himself. Each boy has a private interview with the doctor and can see the chaplain privately at any time.

Army strategy for keeping boys out of trouble includes an aggressive program of recreational activities; careful scheduling of dances and games over weekends to encourage the boys to remain in camp; warning letters to local bars pointing out that the boys are under age and cannot be served liquor; supervised dances with carefully selected local high school girls.

Children

A cooperative plan to remedy the health defects of school children whose parents cannot afford the expense, is getting under way in Pennsylvania.

The 1947 state legislature made mandatory the employment of certified school health nurses to follow up the correction of remediable defects revealed in school health and dental examinations. It also authorized the Department of Public Assistance to pay for any medical, dental or surgical treatment for a child whose school examination shows the need of it and whose family is unable to meet the cost. Department expenditures for the program were limited to $500,000 for the first two years.

Under the program, when a school nurse discovers in her follow-up work that a child's defect has not been remedied for lack of family funds, she discusses with the parent his eligibility for aid from the department. A plan for treating the child is then worked out with some practitioner or practitioners and the case referred to the department. If the family meets the financial requirements and the treatment falls within the scope of the program, the county officer authorizes a practitioner or practitioners to do the work. The program includes certain operations in hospitals and in-patient hospital care, which are not provided under the department's regular medical program. —*From* SURVEY *correspondent Robert C. Glenn, Pennsylvania Department of Public Assistance.*

Adoption Study

A study of adoption services and needs in the city of Richmond and the adjoining counties of Henrico and Chesterfield was started late in February under the sponsorship of the Virginia Department of Public Welfare and the Richmond Area Community Council. The study, to be concluded in May, is designed to: explore existing need for adoption services; analyze services now available; determine whether present agencies should be expanded or new ones created; and recommend minimum standards for agencies.

Edith L. Lauer, former executive director of the Jewish Family and Children's Bureau in Baltimore, is supervising the study, with the assistance of a thirteen-member steering committee of staff members from all agencies concerned. An advisory committee representing interested lay and professional groups will review plans, schedules and interim reports, and accept or reject the final recommendations. — *From* SURVEY *correspondent Constance S. Gamble, Virginia Department of Public Welfare.*

Parents Committee

A new organization, the American Parents Committee, public service and nonprofit, has been set up to champion the cause of children. George J. Hecht, president of the new organization and publisher of *Parents' Magazine,* has announced that the committee will: assemble, study and disseminate nationwide information on the health, welfare, and educational needs of American children; support through special subcommittees progressive legislation "to get a better deal for children from Uncle Sam"; and assist local parents' groups to work for better conditions for children.

Birth Cards

Added to the growing list of states using short form birth certificates is Massachusetts, which now issues a birth abstract card to every child. This card, which was adopted at the request of the social agencies in the family and children's division of the Greater Boston Community Council, omits the name of parents, thus giving no indication of illegitimacy. Adequate for school registration, enlistment and working papers, it gives only the name of the child, place and date of birth. Anyone needing to know a child's parentage must request a certified copy of the birth record.

A further step in the direction of protecting the illegitimate child was taken at a meeting of state registrars at Portsmouth, New Hampshire, where it was agreed not to send records of illegitimate births from one New England state to another.

Discrepancy

That "our work has just begun" was the general reaction of participants at the annual convention meeting of the American Academy of Pediatrics in December on hearing reports of the uneven distribution of child care and inadequate preparation of doctors for treating children, based on the academy's current study of child health services. The study was begun over two years ago by the academy, with the cooperation of the U. S. Public Health Service and the Children's Bureau, to find the answers to such questions as: How many well child conferences are there in the United States? How many children are served by child guidance clinics or crippled children's services? How are these services distributed among the states and counties?

A partial answer to these questions based on the study findings in eight selected states, representative of the nation as a whole, is given in an article in the January *American Journal of Public Health,* "Community Health Services for Children in Eight Selected States" by Dr. Charles L. Williams, Jr., of the U. S. Public Health Service, Dr. John P. Hubbard, director of the study, and Dr. Katherine Bain of the Children's Bureau.

A general characteristic of the findings was a marked discrepancy in services between rural and urban areas and also between states. Only about 7½ percent of the children under five years of age in the selected states were found to be receiving any service from well child conferences, with the advantage heavily on the side of the urban child. In greater metropolitan areas half of the sessions of well child conferences included a pediatrician, in

isolated rural areas less than one twentieth. At less than one seventh of these sessions was a psychiatrist or psychologist present.

Children in these states saw a doctor on an average of three times yearly. Only 1.7 in 1,000 were served by a mental hygiene clinic during one year. Mental health services were found to be meager in all eight states and nonexistent in three. Ninety-five percent of the children were in need of dental service. The rate of dentist hours per 1,000 children in one year was 67 in greater metropolitan areas, in isolated rural areas 12. Public health nurses made 569 home visits per 1,000 children under fifteen in greater metropolitan areas during one year. In isolated areas the figure was 71.

On the basis of these findings, the academy's committee for the improvement of child health has recommended strengthening of financial support for the education of pediatricians as well as special fellowships to encourage medical students to take up practice in areas of need. The committee is planning to work with medical schools in extending services and teaching affiliations to smaller community hospitals.

The national report on the study as well as reports for each state, will be issued later this year.

Announcements

With twenty-four of the needed twenty-six ratifications by UN member nations received, the latest from the USSR, and two more assured, the Interim Commission of the World Health Organization has scheduled the First World Health Assembly to convene in Geneva beginning June 24. Eight non-member nations have also ratified. At this writing, however, the United States will not take part. (See page 112.) Full details of the agenda as well as a list of governments to be represented by delegations at the meeting, will be published shortly.

In San Francisco, "the bells on the picturesque cable cars will ring louder, the sounds of the foghorns out in the bay will be more haunting," to welcome the 1948 American Red Cross national convention June 21-24, promises the March *Red Cross Courier*. A record 6,000 senior and junior delegates are expected. Scheduled are eighteen convention service presentation periods including a film depicting the service program in veterans hospitals and a clinic for the discussion of problems arising in this program.

Girls Clubs of America will hold its National Annual Conference on May 5 to 7 at the New Ocean House, in Swampscott, Massachusetts.

The annual meeting of the American Association on Mental Deficiency will be in Boston at the Copley Plaza, May 18-22. The first international congress on mental deficiency ever held, it will commemorate the one-hundredth anniversary of the founding of the first school for mental defectives in this country.

For Youth

President Truman by proclamation has urged states and local communities to hold conferences when possible this month after the pattern of the National Conference on Prevention and Control of Juvenile Delinquency. Endorsing the program of the conference's Continuing Committee, he calls upon the public to study local conditions in the light of conference findings, to put into effect pertinent conference recommendations, and to develop firm foundations for continuing community action.

The committee has prepared a "Handbook—First Steps in Organizing State or Local Conferences on Prevention and Control of Juvenile Delinquency," based on experiences at the national conference and at more recent state and local meetings. This is available free from the Continuing Committee of the National Conference on Prevention and Control of Juvenile Delinquency, Washington 25. The panel reports of the national conference have been published in a series of eighteen pamphlets. These may be secured at prices up to 25 cents from the Superintendent of Documents, Government Printing Office, Washington 25.

Campaign

To fight the rising deathrate from cancer, which this year is expected to reach 195,000, the American Cancer Society aims to raise $16,042,000 in its campaign continuing throughout this month. President Truman by proclamation has designated April as cancer control month, pointing out the striking reduction in deaths and expansion of diagnostic facilities possible under a combined effort of public and private agencies.

The rapid increase in this disease is cited by the society. The deathrate in 1945—177,464—was higher by 40,000 than that for 1935. Cancer is the first cause of death among women in the age group thirty to fifty-five.

Curtailment

In the face of increased costs of operation and unexpected loss of funds, the Social Work Vocational Bureau decided at a December meeting to discontinue its counseling and placement services on January 23. Deferring definite decisions as to its future and the adjustment of members' fees until June 1, the bureau decided to continue limited operations through June 30. These include: collection and maintenance of professional histories; promotion of public employment services for social workers and agencies; further exploration of need for a central registry and of the future of the bureau.

Even so, the bureau will need continued support to fulfill its assignment by July 1, according to an article in the February *Highlights*. Former sources of funds have been drying up, the article points out, and "it is necessary to find new methods or auspices for providing a placement service. Otherwise social workers and social agencies must themselves meet the actual costs of operating such a service."

Opportunity

The California State Personnel Board announces a competitive examination for social welfare agent to be held on May 11 throughout the state. Applicants must be college graduates with a year of graduate work in either social work or public administration and two years' experience in a social work or social research position. An additional two years of experience may be substituted for the graduate study. The salary range is $268 to $325. Legal residence in the state is not required. Applications must be filed in Sacramento by April 20. Bulletins describing the position and the written test and application forms may be secured from the board, 1015 L Street, Sacramento.

Scholarships

The National Tuberculosis Association in cooperation with accredited schools of medical social work is offering a limited number of scholarships to people interested in the tuberculosis field. The amount includes tuition and a monthly stipend. Further de-

tails may be secured by writing Marian E. Schmitz, Social Work Consultant, at the association, 1790 Broadway, New York 19.

The American Hearing Society has announced that a $100 scholarship will be awarded to a prospective teacher of lip-reading for a normal course in a school approved by the society. This is the Coralie Noyes Kenfield Scholarship for Teachers' Training Courses for Teachers of Hard of Hearing Adults. Detailed requirements may be secured from the society, 1537 Thirty-fifth Street, N.W., Washington 7. Applications must be filed between March 1 and May 1 with: Rose V. Feilbach, 2431 Fourteenth Street, N.W., Washington 9.

Summer Sessions

The School of Social Welfare at Louisiana State University and Agricultural and Mechanical College is offering a series of three-week courses and workshops as well as basic professional courses of nine weeks at its summer session June 4 to August 6.

Subjects of the short courses include: Services for Children in Foster Care; Needs and Problems of Aged Persons; Workshop in Social Treatment of Offenders. A maximum of three credits may be earned in the short term, and nine in the basic courses. Further details may be secured from the school, Baton Rouge 3.

Starting in September the school will offer two years of professional education for social work on the graduate level leading to the degree of Master of Social Work. Students who complete the basic first year curriculum will be awarded a certificate of social welfare. Additional information as to this program may be secured from the director of the school.

The 1948 session of the Summer School of Alcohol Studies at Yale University has been planned with particular reference to special interests. Continuing a plan developed last summer, the course, which will be held from July 9 to August 6, will be divided into two weeks of general background material and two weeks of special studies. The latter will include two separate curricula: one for educators, and those interested in legal controls and related subjects; and the other for physicians, social workers, and others interested in the care and treatment of alcoholics. The session will also offer a seminar group for physicians and one for social workers, both connected with the Yale Plan Clinic. A sociological seminar will be conducted for students interested in the relation of problems of alcohol to the community.

The growing recognition of the need for the education of the Negro blind is shown in the program of the summer session at Hampton Institute, (Va.) June 21 to July 30. Courses will include: methods of teaching blind pupils in elementary and advanced grades; mastery of Standard English braille; and social and economic problems peculiar to sightless people.

Growing with the City

To meet changing community needs in the north-west area of Chicago, the Chicago Commons Association and the Emerson House Association announced this month the merger of their work, staffs and boards under the name and charter of Chicago Commons Association. The merger will make it possible to continue the important work of the Commons in the inner city area where although population is declining, needs are still great, and at the same time extend services to the large and growing area to the north and west beyond Emerson House. The new plan represents a development in Chicago toward the new concept of small guided projects strategically located under central direction, which is replacing the old idea of one central institution.

Jobs

The Department of the Army announces that professionally qualified social workers holding officers' commissions in the Organized Reserve Corps may apply for recall to active duty for an indefinite period of time. Officers will be recalled in the grade held before separation from the service and will be assigned to the neuropsychiatric services in general hospitals, training centers and disciplinary barracks. Application forms may be secured from local Reserve Officer Corps units or directly from the Office of the Surgeon General, Department of the Army, Washington 25.

And the army is also seeking civilian recreation workers to serve overseas, according to an announcement of February 29 from the U. S. Employment Service. There were 400 openings at that time. Applicants must be between the ages of twenty-five and forty, single or married, but with no dependents. Requirements include two years of college training and one year of experience in this field. Salaries range from $2,992.50 to $4,246.50 a year.

"Think on These Things"

A rare and revealing insight into the thinking and feeling about race on the part of a group of educated Negroes in America is ably set forth in a recent pamphlet "Think on These Things" by June Purcell Guild. The booklet consists of biographical material prepared in 1945-46 by a group of twenty-one Richmond residents, all but two of whom are college graduates. Most of the group, who range in age from the middle twenties to eighty-four years of age, are teachers or school principals.

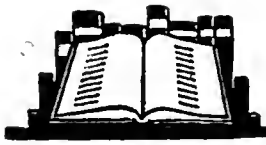
In general, this group attributed the high rate of infant mortality, venereal disease infection and tuberculosis, and the shorter life span of the average Negro to such facts as ignorance, poverty, slum life, incompetent doctors, inadequate food, and so on. These are also considered the cause of excessive crime. One reported: "High crime rates are more an economic problem than anything else because both Negro parents are forced to work and the children get little early training at home."

Although in general it was felt that social agencies in Richmond, public and private, administer welfare without flagrant discrimination, one said, "We are waited on last in stores and welfare agencies." The community chest was considered the most valuable local agency for Negroes.

All but one declared they are proud of being Americans, usually qualifying the statement, however, with a comment on the injustice suffered by Negroes. Said one: "I have felt the worst sting of any black American while serving in an army to free the world of race hate." Overwhelmingly, they are proud of being Negroes, particularly in view of the Negro's progress in America in the face of heavy handicaps.

Although guesses as to the time it will take to solve the problem of discrimination in this country ranged from "ten years" to "eternity," most of the group reported an encouraging trend toward improvement in the lives of Negroes. Said one: "My children's status is 99 percent better than mine was."

One dollar from the Schauer Publishing Company, Santa Barbara, California.



BOOK REVIEWS

ADMINISTRATIVE BEHAVIOR, by Herbert A. Simon. Macmillan. $4.

STIMULATING IS TOO MILD A WORD TO use in describing this reviewer's reaction to Herbert A. Simon's superb book. In fact, the right word is hard to find unless it would be the hyphenated "principle-shaking." Certainly the long recognized "principles of administration" come off a poor second-best under the hammerlike blows of the political scientist author bent on creating "a set of tools—a set of concepts and a vocabulary—suitable for describing an organization and the way an administrative organization works."

In dealing with "the anatomy and physiology of organization" the assumption is made that "administrative behavior is a complex network of decisional processes" and that "the anatomy of the organization is to be found in the distribution and allocation of decision-making functions." Mr. Simon believes that we cannot make real progress in our study and understanding of administration without first fashioning an ideological framework suitable for use in the description and analysis of administrative situations. There can be no disputing the fact that he has provided one such framework, though there will be disagreement as to its nature and construction.

After challenging the "principles" of administration on grounds of internal ambiguity and mutual contradiction (the principles became "proverbs" under Mr. Simon's searching cross-examination) the philosophy and psychology of administration are discussed. The chapters on "Fact and Value in Decision Making" and "Rationality in Administrative Behavior" are at times belabored but do provide a seemingly sound basis for the last half of the book, wherein the dynamics of organization are developed. The treatment of the fact and value concept as a *whole* is the cornerstone of the structure being erected.

Administration as a group process is the theme of the material on organization, authority, communication, criteria of efficiency, and identification. Readers will no doubt find the last half of the book more "practical" than the earlier material but as Chester I. Barnard points out in his foreword, "the chief value of Professor Simon's exposition for the general reader and for men of affairs lies in the clarity, comprehensiveness, and generality of his description of organization, of the administrative process, of the nature of decision, and of the elements of value and fact entering into decisions."

The book is richly illustrated with numerous examples taken from the settings of both governmental and voluntary agencies. Social agency administrators, staff members, and students of the social aspects of the administrative process will find "Administrative Behavior" compelling in its approach, demanding in its call for study.

HARLEIGH B. TRECKER

Associate Professor
Graduate School of Social Work
University of Southern California

FAMILY AND CIVILIZATION, by Carle C. Zimmerman. Harper. $6.

THIS WEIGHTY PROPAGANDA VOLUME evidences much erudition, but is not likely to be credited with an equal amount of objectivity. Yet Zimmerman's analysis of the historic family into three types (trustee, domestic, and atomistic) seems to be essentially correct. It is true that when wider institutional controls are weak the "trustee" family assumes responsibility for order and justice. When the more extended institutions (especially church and state) are fully accepted by the people, the "domestic" family willingly performs the functions assigned it by state and church. But when the masses lose faith in the justice and sanctity of state and church, the controls they have established over the family weaken and the "atomistic" type appears. This has happened more than once in western history.

The author makes a passionate appeal for the "domestic" or integrated family. The essential weakness of his book is that it offers no workable method to achieve this end. It relies on propaganda. Like Plato, who would establish a hierarchy of classes by means of a myth, Zimmerman would teach the people that civilization cannot be preserved unless the "domestic" family is made inviolate. He would use teachers, preachers and publicists for this propaganda function, believing, like Hitler and F.D.R., that anything may be done by means of propaganda.

He never gets to the bottom of the causes of current family disintegration, which are the same as the causes of modern political and ecclesiastical disintegration. The family cannot make itself whole by tugging at its spiritual bootstraps. If we wish to have an integrated, self-perpetuating family life we must insist upon a social order which supports such a family. We do not have it now. Such an order does not consist of propagandized public opinion, but of more fundamental and material processes. Opinion is only the roof built over such a social order. Policy makers will have to learn this lesson, disagreeable as it may be to them.

If Zimmerman's book should precipitate a penetrating discussion of this very issue it would be worth what it cost the publisher to produce it. However, the author's intolerance of other views than his own, his persistent name calling, his blindness to the fundamental processes of social causation, and his constant reliance upon superficial interpretations may cause his book to be treated with a shrug of the shoulders instead of being rewarded with a serious answer. Undoubtedly he will have the approval of one great ecclesiastical organization with whose family theories he finds no fault. The population theorists are likely, however, to wonder what he would do in an age of preventive medicine with the host of offspring he advocates.

L. L. BERNARD

Department of Sociology
Pennsylvania State College

NEGRO YEAR BOOK—A REVIEW OF EVENTS AFFECTING NEGRO LIFE 1941-1946, edited by Jessie Parkhurst Guzman. The Department of Records and Research, Tuskegee Institute, Ala. $4.50.

THE TENTH EDITION OF THE NEGRO Yearbook, the first to appear since the 1937-38 volume, covers events from 1941 through 1946, with some his-

torical background. Under the editorship of Jessie Parkhurst Guzman, director of the department of records and research at Tuskegee Institute, the Yearbook brings together over 700 pages of facts, statistics, narrative, and interpretation. It is a worldwide summary of Negro affairs today, the major section on "The Negro in the United States," but with sections also on the Negro in Africa, Europe, and Latin America. The final section is an annotated twenty-page bibliography of recent books, reports, and other publications. Its wide range, sound organization, and temperate presentation make this an invaluable reference book.

BEULAH AMIDON

RUSSELL SAGE FOUNDATION 1907-1946—A HISTORY IN TWO VOLUMES, by John M. Glenn, Lilian Brandt, and F. Emerson Andrews. Russell Sage Foundation. $5.

THE RUSSELL SAGE FOUNDATION has been accepted as a matter of course by social workers for the last forty years, much as they accept the north star or the magnetic pole as something sure, steady, and a reliable guide in social work development.

These two recently published volumes should be of immense historic interest to those presently engaged in social work, public and private, and in schools of social work, since the text reveals the progressive recognition of emerging social need: study and planning to meet the need, financial assistance wisely directed to the implementation and improvement of standards, interpretation, recording, statistics, and methods of administration.

The Russell Sage Foundation is to be numbered among the trail blazers in the social service field after the pattern of America's great philanthropic foundations as we know them today.

The genesis of the Foundation is interesting reading, revealing as it does the modesty and the wisdom of the founder, Mrs. Russell Sage, who called upon the best leadership in the philanthropic world to share in the shaping of this new undertaking.

The extreme care with which policy and scope of this new undertaking was drafted and delimited might well be copied by those engaged in "future planning" in the social service field in these days of social change.

The structural organization of this history is intriguing, covering the Start, the First Decade, the War of 1917-1919, the Expansion undertaken after careful reexamination of the program and methods. Then follows the development incident to the great Depression and World War II, bringing us to 1946.

Within the major subdivisions of these volumes, we follow the progressive development of special projects and of the departments of Charity Organization, Recreation, Education, Child Hygiene, Child Helping, Remedial Loans, Women's Work and Industrial Studies, Statistics, Surveys and Exhibits, and the Library; and we begin to meet historic figures, Mary Richmond, Hastings Hart, and many others.

It is of significance that the Foundation has never become frozen in a fixed program. It evolves, meets new situations, completes a given project, redirects its emergencies into channels of new and needed service (a policy worth following in any field).

The list of grants-in-aid, included in the appendix, is impressive and the policy established has been of incalculable value, especially in promoting the development and ultimately self-maintenance of many national agencies in the field of social work, for through them standards of service have been improved throughout the United States.

The publications of the Foundation constitute a great contribution to the literature of the social work field, not the least being the Social Work Year Book which qualifies as the "New Testament" in the field of social work.

This reviewer owes a debt of gratitude to the Foundation for help generously given by its staff in the establishment of the Bureau of Children, in the development of music in mental hospitals, in the clean-up of penitentiaries in Pennsylvania, and for many years of friendly consultation on many subjects.

ELLEN C. POTTER, M.D.
Deputy Commissioner for Welfare
New Jersey Department of Institutions and Agencies

SO YOU WANT TO HELP PEOPLE—A MENTAL HYGIENE PRIMER FOR GROUP LEADERS, by Rudolph M. Wittenberg. Association Press. $3.

THIS CLEARLY WRITTEN MENTAL Hygiene Primer, although intended especially for the untrained group leader, offers much that is of interest and value to all persons concerned with human relations. It should prove a desirable handbook for teachers, parents, social workers, and professional group leaders. The author has acquired his knowledge of human beings through the experience accumulated during twelve years of professional social work. He is, therefore, well equipped to offer advice on group activities. He has worked in a variety of social centers such as the YMCA and YWCA, the Jewish Board of Guardians, the Newark Child Guidance Clinic, and the special research project of the New York board of education.

In the first part of the book, the spotlight is on the relationships between the worker and the group. The fact that the leader has definite needs of his own of which he is often unaware, is frequently unrecognized. Some leaders, in their eagerness to be of service to the group, fail to realize that their techniques are but an attempt to satisfy their own unfulfilled desires. The emotionally immature leader often seeks outlets that help him to solve his own problems. These are not always beneficial to the group. Then, too, the fact that the program activity can become a purpose in itself, rather than a tool with which to help people, is frequently overlooked by the worker who, in his zeal, tends to lose his perspective.

These and also many other pertinent points should prevent the volunteer from becoming involved in some of the commonest pitfalls into which group leaders are often thrown.

There are illuminating chapters in the second part of the book which are devoted to those matters of discipline which often result in the complete disillusionment of the worker. One of them, under the caption, "Boy Meets Girl" discusses that important phase in the development of the adolescent in which he attempts to enter into relationship with the other sex. The suggestion is made, as a part of the education of boys and girls, that the establishment of the sexual life be made the subject of group discussions. There is a great advantage, Dr. Wittenberg believes, in the frank and natural presentation of sex matters to boys and girls together, by an unembarrassed, well-poised leader. Typical questions are given along with suggestions about how to meet them wisely and fairly. Whatever their experience, group leaders will find this section most helpful.

The final section deals with some of the typical settings in which leaders operate. The obvious conclusion is

(Continued on page 135)

Raymond M. Hilliard, whose achievements in advancing the public assistance program in Illinois as executive secretary of the Illinois Public Aid Commission have attracted nationwide attention, has resigned from this position to become commissioner of welfare in New York City. Succeeding him is *Carl K. Schmidt, Jr.*, previously chief of the division of allocation and research in the commission. *Benjamin Fielding*, who has been serving as commissioner of welfare in New York City since last October, has returned to his previous job as license commissioner in the city administration.

Under Mr. Hilliard's leadership, the coverage and standards of the public aid program have been broadly liberalized, while at the same time volume and costs have been sharply reduced through a positive program of preventing and eliminating need. The state has developed a long-needed medical care program for public aid recipients.

David J. DuBois has been appointed program planning and training adviser in the Department of Parks and Recreation in King County, Washington. Mr. DuBois, whose army service comprised information, education, and public relations work, was granted a Henry Strong Dennison apprentice fellowship in 1947.

The Welfare Council of Metropolitan Los Angeles has named *Evelyn K. Davis* as director of its Volunteer Bureau. She was previously director of the Volunteer Service Bureau of the Greater Boston Community Council.

The U. S. Children's Bureau announces that *Dr. Samuel M. Wishik* has been assigned to direct the planning work connected with the bureau's program of grants-in-aid to the states for maternal and child health and crippled children's services. Dr. Wishik has been serving as head of the bureau's division of physically handicapped children.

Guy Codding, executive director of the United Fund of Wilmington (Del.) has been named executive of the new Council of Social Agencies there.

The Kansas State Department of Social Welfare has appointed *Haleda Kirkpatrick* as field consultant for the blind in the division of services for the blind. Mrs. Kirkpatrick has served for six years as a county welfare visitor and director and also as a medical social worker at the University of Kansas Hospital, Kansas City.

The Illinois Public Aid Commission has named *Albert Stengelsen* as director of its new personnel training unit. He was previously assistant personnel director. His assistant in the new unit is *Elizabeth Lloyd*, who joined the commission's staff recently. She was previously assistant professor of public welfare at the Loyola University School of Social Work.

Jeanette Evans has been named secretary of the health division in the Bridgeport-Stratford Community Chest and Council, Connecticut. *Manfred Lilliefors*, a graduate of the University of Nebraska, has also joined the council staff as assistant executive secretary in charge of statistics and special studies.

The United Automobile Workers-Congress of Industrial Organizations has named *Harry Becker* as director of its social security department. Mr. Becker was previously consultant in medical care administration and director of administrative methods for the U. S. Children's Bureau.

George M. Treager has been appointed associate director of the Welfare Federation of Newark, New Jersey. His experience includes the directorship of the Bridgeport-Stratford Community Chest and Council (Conn.) and of the Warren (Ohio) Community Chest.

Joseph Zarefsky has been named research director of the Community Council in Houston, Texas.

Margaret D. Ward has joined the staff of the Hawaii Territorial Department of Public Welfare as chief, Division of Staff Development and Personnel. She was previously assistant administrator and chief supervisor of the Rhode Island Division of Public Assistance.

New staff supervisor of the Child Welfare Division of the Kansas State Department of Social Welfare is *Gertrude Newman*, for the past four years consultant in this division.

Dr. Charles S. Cameron has been named medical and scientific director of the American Cancer Society. A fellow of the American College of Surgeons, Dr. Cameron has been serving as acting medical and scientific director.

The National Society for Crippled Children and Adults has announced the appointment of *Westray Battle Boyce* as national field representative. Mrs. Boyce served previously as director of the Women's Army Corps.

Arthur Y. Lloyd was appointed Commissioner of Welfare in Kentucky in December. Mr. Lloyd, who served with the army during the war years, rising from second lieutenant to lieutenant colonel, was state director of public assistance from 1936-41.

New executive of the Jewish Family Service in Richmond (Va.) is *Harold Needle*, who served previously with the Family Service of Scranton and Dunmore, at Scranton, Pa.

Martha R. White is the new executive of the Social Service League of Burlington, Iowa.

The Babe Ruth Foundation, set up last year, according to "The Babe," "to help the kids of America," has secured the services of *Shelby M. Harrison* on a temporary basis to assist in developing its program and plan of work. Mr. Harrison was formerly general director of the Russell Sage Foundation.

Scotia Ballard Knouff has been appointed technical adviser for the National Conference for the Prevention and Control of Juvenile Delinquency in Washington, D. C.

New executive director of the Lorain (Ohio) Community Chest is *Walter M. Koty*. A 1948 graduate of the School of Social Administration at Ohio State University, Mr. Koty served as welfare officer with UNRRA after his discharge from the army.

Elizabeth K. Caso has been named executive secretary of the Massachusetts Public Health Association. An instructor in nutrition in the Harvard School of Public Health, Mrs. Caso will serve the association on a part time basis.

New executive of the Indianapolis Community Fund and Council of Social Agencies of Indianapolis and

Marion County is *Mike McCaffrey,* who was previously associate in the campaign department of Community Chests and Councils, Inc.

Irving J. Fasteau has resigned as supervisor of the social service division of the New Jersey State Board of Child Welfare to accept the post of social welfare attaché at the U. S. Embassy in Paris, under the U. S. Department of State. His duties will include informing the State Department of social welfare developments in France and interpreting American programs to the social agencies there.

New executive director of the Community Chest of Oklahoma City is *Theodore R. Meyer,* whose experience includes the directorship of the Racine Community Chest and Welfare Council and the Green Bay Community Chest, both in Wisconsin.

Charles Adams has been named assistant deputy director of the Illinois Welfare Department's educational and correctional service, succeeding the late *Roger K. Frandsen.* Mr. Adams has served in the department since 1946 as regional representative in Springfield.

New research associate of the bureau of social research, Federation of Social Agencies of Pittsburgh and Allegheny County, is *Don Trauger,* formerly chief of the project and cost section, Statistics Division, Federal Public Housing Authority.

Dr. K. C. Charron has been appointed to the industrial health division of the Department of National Health and Welfare in Canada. He was formerly adviser on industrial medicine and hygiene to the government of Tanganyika in East Africa.

Russell A. Perry has accepted an appointment as state recreation consultant in Illinois. He was previously director of recreation in Wilmette, Illinois.

Retired

Leonora Morse Rosing has retired as secretary of the Social Service Exchange of the Milwaukee County Community Fund and Council of Social Agencies, after thirty-one years of service with the organization. Mrs. Rosing has been a member of the National Conference of Social Work for twenty-eight years and is a charter member of the American Association of Social Workers.

Edna Zimmerman retired in February as superintendent of the division of child welfare of the Illinois State Department of Public Welfare, after thirty-five years of service in the department. In recognition of her outstanding services to her state, the department held a banquet in her honor, presenting her with a three piece set of luggage as a farewell gift. She is succeeded by *Fred Delli Quadri,* who was previously supervisor of children's services for the Wyoming State Department of Public Welfare.

V. K. Brown has retired as chief of the recreation division of the Chicago Park District. He has behind him forty years of distinguished service to the recreation movement, twenty-eight of them spent in Chicago. The April issue of *Recreation* carries a tribute to his vision and leadership.

Honors

To *Anna Eleanor Roosevelt,* and *Anna Lord Strauss,* president of the National League of Women Voters, the M. Carey Thomas Prize, $5,000, the highest honor Bryn Mawr has to bestow, for their "distinguished achievements in the field of international relations." Also to *Mrs. Roosevelt,* selection as "The Woman of the Year" by the National Council of Jewish Women for the "most notable contribution to human welfare" during the past year and for her outstanding leadership while serving on the UN Commission on Human Rights.

To *Earl G. Harrison,* vice-president of the University of Pennsylvania and dean of its law school, the thirtieth Guggenheim Award from the Pennsylvania Club of New York, "for outstanding achievement of a fellow-Pennsylvanian in the fields of education, government and law."

To *Robert P. Patterson,* former Secretary of War, a reception in appreciation of his activities as chairman of the general committee in charge of the Fifteenth Annual Brotherhood series of meetings, from February 22 to 29, under the auspices of the National Conference of Christians and Jews.

To *Dr. Neil Percy Macphail,* medical superintendent of the United Fruit Company, the annual Richard Pearson Strong medal for distinguished and outstanding work in tropical medicine from the American Foundation for Tropical Medicine, for a lifetime of service devoted to tropical medicine in Middle America.

To *Archbishop Joseph E. Ritter,* for opening the parochial schools of the St. Louis diocese to all qualified students, regardless of race; to *Jackie Robinson,* baseball player, first Negro to play in the Major Leagues, for achievement, restraint and sportsmanship; to the *National Association for the Advancement of Colored People,* for its court victories and its petition to the United Nations on the rights of minorities; to *Oliver Randolph* for his proposal, later incorporated in the New Jersey Constitution, prohibiting racial segregation in the state's institutions; to the *President's Committee on Civil Rights,* for its report calling upon the government and people to revise the laws governing the liberties of all citizens and to fourteen others, listing on the Honor Roll of Race Relations of 1947 by Lawrence D. Reddick, curator of the Schomburg Collection of the New York Public Library, on the basis of a nationwide poll.

Also to *Archbishop Ritter,* one of the eight Thomas Jefferson prizes for the advancement of democracy during 1947, from the Council against Intolerance in America. . . . To *Jackie Robinson* and to *Branch Rickey,* manager of the Brooklyn baseball team, the Two Friends' Award from the Urban League for their teamwork in furthering the ideals of democracy. To *Nelson A. Rockefeller,* an award from the National Conference of Christians and Jews, for his work in human relations, nationally and internationally.

Died

Dr. A. A. Brill, internationally known psychiatrist, died in March in New York at the age of seventy-four. The outstanding accomplishment of his life was his crusade over nearly a generation to introduce to the English-speaking world the basic works of Sigmund Freud. The author of many original works on psychoanalysis, he was one of the founders and later president of the American Psychoanalytic Association, and one of the founders of the New York Psychoanalytic Institute.

Ruth Van Deman, for more than twenty years head of the Information Division, Bureau of Human Nutrition and Home Economics, U. S. Department of Agriculture, died in Baltimore in March. Familiar to housewives the country over through her weekly broadcasts on homemaking problems, Miss Deman had a recognized talent for translating the results of scientific research into usable and attractive form.

DIRECTORY OF SOCIAL ORGANIZATIONS

American Red Cross

THE AMERICAN NATIONAL RED CROSS. Administered through national headquarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,751 local chapters, organized mostly on a county basis. Services of the Red Cross are: Services to the Armed Forces and Services to Veterans (including Home Service), International Activities, Disaster Preparedness and Relief, Medical Services, the National Blood Program, Nursing Services, Nutrition Service, First Aid, Water Safety and Accident Prevention, Volunteer Services, American Junior Red Cross, and College Units.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances for the blind. William Ziegler, Jr., President; Robert B. Irwin, Executive Director.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Information and consultation about cooperative planning and financing of social work through chests and councils of social agencies.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent education. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public education, personal service, research. Write for list of publications. 5287 Sunset Blvd., Los Angeles 27, Calif.

Foundation

RUSSELL SAGE FOUNDATION—For the improvement of social and living conditions —Ralph G. Hurlin, Acting General Director, 130 E. 22nd St., New York 10. Departments: Industrial Studies, Library, Social Work Administration, Social Work Year Book, Statistics, Studies in the Professions. The publications of Russell Sage Foundation offer to the public in practical and inexpensive form some of the most important results of its work. Catalogue sent upon request.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY —Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

Racial Adjustment

NATIONAL URBAN LEAGUE with 54 branches seeks to improve living and working conditions among Negroes. Conducts surveys and research as basis for its services. During war and post-war period specializes in securing full use of Negro manpower in production and reconversinn. Publishes "Opportunity," Journal of Negro Life, and other special bulletins on interracial and community problems. Provides fellowships in Social Work and Labor Relations. Gifts solicited. 1133 Broadway, New York 10.

TUSKEGEE INSTITUTE, since 1881, has followed a program of service in offering practical training for Negro youth and in promotion of interracial good will. Maintains Department of Records and Research for compiling and releasing pertinent information on race relations and Negro progress. Published material available. F. D. Patterson, President, Tuskegee Institute, Alabama.

Child Welfare

BOYS' ATHLETIC LEAGUE, INC., 112 East 19th Street, New York 3. Algonquin 4-1753. Arranges invitation tournaments in indoor and outdoor sports for Boys' Clubs, Social Settlements, Community Centers, Church Houses, Y. M. C. A.'s, Y. M. H. A.'s, etc., throughout Greater New York. Gustavus T. Kirby, Honorary President; Malcolm Van Zandt, President; Stanley deJ. Osborne, Treasurer; Willard L. Kauth, Director. Sponsors: The Benjamin Harrison Recreation Center, 657 Tenth Avenue; The Lincoln Recreation Center, 235 West 113 Street; Tot-Lot Playground, 422 West 49th Street; Camp Sebago, Camp Wakonda and Camp Orenda in the Palisade-Interstate Park; Co-Sponsor School Settlement, 120 Jackson Street, Brooklyn; Lafayette Community Center, Sumner and Lafayette Streets, Brooklyn.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally through sponsorship by schools, churches, fraternal orders, civic groups, etc. Amory Houghton, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CAMP FIRE GIRLS, INC., 16 East 48 Street, New York City 17. Dr. Bernice Baxter, President; Miss Martha F. Allen, National Executive. Founded by a group of educators; incorporated 1912. Oldest national organization in America serving girls, provides health and character building program, with emphasis on home skills. Age groups served are Blue Birds (7-9 years), Camp Fire Girls (10 through junior high school age), and Horizon Clubbers (senior high through junior college).

CHILD WELFARE LEAGUE OF AMERICA —130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their various fields of work. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic groups to work out worthwhile results in phase of child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., 11 South LaSalle Street, Chicago 3, Illinois. E. W. Palmer, President; Lawrence J. Linck, Executive Director. The Society through its 2000 state and local member units seeks to provide health, welfare, educational, recreational, vocational and employment services to all types of handicapped persons, adjusting its services to each community and the programs of other agencies. Maintains special cerebral palsy services; consultation by professional staff; loan library. Financed by annual sale of Easter Seals. Publishes "The Crippled Child," a magazine for parents of handicapped children, bimonthly, $1.00 a year.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK, 82 N. High St., Columbus, Ohio; Leonard W. Mayo, President, Cleveland, Ohio. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $7.50. 75th Annual Meeting, April 17-23, 1948, Atlantic City, N. J.

This DIRECTORY appears in Survey Midmonthly twelve times a year.
Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

Health

AMERICAN HEARING SOCIETY — 153. 35th Street, N.W., Washington 7, D. C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $3.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Service. C. Stewart Nash, M.D., president; Harry P. Wareham, Executive Vcie President.

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado. Samuel Schaefer, Executive Director, Allan Hurst, M.D., Medical Director. Free, non-sectarian for needy tuberculous adults and children. (Kosher dietary.) Maintains children's service. Medical, educational, vocational, occupational, psychological, psychiatric and social services. H. J. Corper, M.D., Research Director; Mrs. Ruth Hornbein, Director of Social Service and Vocational Therapy. New York area: 19 West 44th Street, Philip Houtz, director; applications to Mrs. Erna L. Lindebaum, director of Social Service. Philadelphia area: 1831 Chestnut St., David Mahler, director. Chicago area: 58 E. Washington, Gene Pollick, director. Los Angeles area: 747 So. Hill St., Albert J. Silverman, director. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distributed through state associations in every state. American Review of Tuberculosis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing house cooperating with social workers in referring mothers to medically directed birth control clinics in 39 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City; PLaza 5-8600. Honorary Chairman, Margaret Sanger. Chairman, The Rev. Cornelius P. Trowbridge; Acting Medical Director, L. E. King, M.D.

MARGARET SANGER RESEARCH BUREAU
17 W. 16th St., N. Y. City. WA 9-6200.
MARGARET SANGER, Director.
Every day 9 A.M. to 4 P.M.
Saturday 9 A.M. to 1 P.M.
Wednesday & Thursday evenings 5:30 to 8 P.M.

Recreation

NATIONAL RECREATION ASSOCIATION —325 Fourth Ave., New York City. To bring to everybody in America, young or old, an opportunity to find the best and most satisfying recreational use of leisure time through participation in music, drama, sports and games, arts and crafts, nature activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic field and other recreational facilities.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities: —Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment by securing employment and giving such other assistance as they may require. Austin H. MacCormick, Exec. Dir. Robt. R. Hannum, Dir. of Vocational Placement.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York 10. National membership personnel record service. Professional histories available to prospective employers upon request. Counseling and Placement Service discontinued February 1, 1948. Joe R. Hoffer, Executive Director.

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32nd Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; S. D. Gershovitz, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHA'S, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

"The JOURNAL OF SOCIAL CASEWORK is even more meaningful to me now as a volunteer and a board member. Besides, a goodly number of our community count on borrowing it from me for source material."

A former social worker

You may beg or borrow it, but the better way is to subscribe to

JOURNAL OF SOCIAL CASEWORK

Staff members, as well as volunteers and board members of social agencies, will find the April, 1948, issue typical of the JOURNAL's sound professional content. Among the articles are:

Public Assistance in 1948, by Jane Hoey

Interpretations in Casework Therapy, by Ralph Ormsby

The Child Away From Home, by John E. Dula

Rates until May 1:
one year—$2.75
two years—$5.00

122 East 22 Street
New York 10

Home Care

(Continued from page 101)

which is not to be found within the rigid walls of the hospital.

Montefiore Hospital has led the way in the care of the long term ("chronic") patient who is, unfortunately, still being transferred as the guest who overstayed the hospitality of the "acute" general institution even though his condition required, more than ever, those superb scientific facilities which only the general hospital could give him. Prognosis, and duration of illness, do not influence the admission or retention of a patient here and the only major criterion is, indeed, the patient's need for a hospital bed. The hospital was founded in a period when medical care was a much more limited resource than it is today, and has survived into the scientific era as the only voluntary hospital of its kind in existence. The New York City Cancer Committee, among the first to respond to our appeal for the support of a home-care program for patients suffering from malignant diseases, provided $30,000 for the first year, with a recent promise of renewal. Such patients have therefore made up the bulk of the extramural service. The Greater New York Fund was also among the first, and contributed $5,000 (also renewed) so that the patient-material is varied in clinical content. Other small contributions from philanthropic sources have been added, as well as a relatively small taxpayer contribution for the care of public charges through the Department of Welfare of the City of New York.

The response on the part of hospital, home, and community has been uniformly enthusiastic and encouraging. We now have here a medical care demonstration project of a high order. It is the answer to many a prayer on the part of patient, practitioner, and social worker. When you see a patient whom the doctors consider hopeless enjoying the illusion of hope, so that he can gather up enough courage to do things within the family environment which would have been impossible in the hospital, you know that you are on the right track. The logic of the program justifies itself many times over again through its supplementary achievement in the realm of psychosomatic medicine. In the best sense of the word, here is something revolutionary in the field of medical care.

ADOPTION LAWS
IN ALL 48 STATES

By Morton Leavy of the N. Y. Bar ★★★★ **ONLY $1.00**

This new book shows you the proper way to adopt a child. Includes valuable list of adoption agencies recommended by State welfare boards. Mail only $1.00 today and book will be sent postpaid! (Also publishers of How To Make A Will in 48 states, Law of Marriage & Divorce in 48 states—$1.00 each).

OCEANA PUBLICATIONS
115 W. 42 ST. DEPT. 196 N. Y. 18, N. Y.

How about giving

THE SURVEY midmonthly

to members of your Board?

FOR NURSE *and* CITIZEN

ESSENTIAL TOOL FOR YOUR JOB

PUBLIC HEALTH NURSING

At your right hand

★ To keep you in touch with all branches of nursing
★ To keep you abreast of trends
★ To aid you in teaching students . . . staff . . . volunteers
★ To introduce new board and committee members to public health
★ To quide you to current professional literature

Rates
For one year.....$4.00
For two years.....$6.50
Special yearly rate to NOPHN members $3.00

National Organization for Public Health Nursing
1790 Broadway New York 19

WORKERS WANTED

SUPERVISOR OF CASE WORK—For immediate opening in Red Cross Chapter. Qualifications: academic training and supervisory experience. Salary commensurate with training and experience. Apply Duval County Chapter, American Red Cross, Jacksonville, Florida.

CASEWORKERS, graduate degree; agency having institutional and foster home programs. (1) With placement and homefinding experience for adoption caseload; (2) Caseload of school age children in cottage plan institution; (3) Foster home placement and homefinding caseload. Salary range $2700 to $3600. Small staff, ideal working conditions. Write to William I. Lacey, Executive Director, Methodist Children's Home Society, Children's Village, Redford Station, Detroit 19, Michigan.

CASE WORKER: Graduate accredited school; prefer experience with intake, unmarried mothers, adoptions. Salary range $2400-$3600. Private child placement agency. Average case-load 25-30 families. Send full qualifications. Richard Lewis, Children's Bureau of Dayton, 225 N. Jefferson Street, Dayton 2, Ohio.

CASEWORKER, Family Service Department of multiple service Episcopal agency in Eastern city. Intake on non-sectarian basis. Trained supervisor. Retirement plan. Qualifications must include at least one year graduate training. 8735 Survey.

ASSISTANT DIRECTOR: Resident, for Jewish young girls 16 through 25 years. Group worker or psychiatric case worker. Professional training and experience required. Salary depending on qualifications and ability. Nevins 8-4667.

CASE WORKER wanted for Family Agency. One year graduate training. Beginning salary $2600 year. Write Mrs. A. Morris, 1 Fenton Place, Jamestown, N. Y.

GROUP WORKERS—COUNSELORS—male and female, for summer day camp in New York City; experienced in recreation programs. Write Council of Jewish Women Room 412, 1819 Broadway.

PSYCHIATRIC SOCIAL WORKER wanted for Public Schools of East Orange, New Jersey. Master's degree in social sciences and a minimum of eight years experience—preferably with school-age children. Wholesome personality. Salary commensurate with training and experience. Good future. Apply Dr. Kentopp, Superintendent of Schools, East Orange, New Jersey.

CASEWORKERS, professionally trained, for family casework agency. Interesting and challenging opportunity . . . . . $2400-$3840. Write Director, Jewish Social Service Bureau, 127 N. W. 2nd Street, Miami 36, Florida.

PSYCHIATRIC SOCIAL WORKER, graduate accredited school, for children's treatment center. Group living plus individual therapy. Outstanding child analyst, administrator, social work school graduate. Small case-load, private office. Salary $3,300, possibility of full maintenance. Immediate opening, high standards. 50 minutes Chicago loop. Write: Director, Ridge Farm, 40 E. Old Mill Road, Lake Forest, Illinois.

SEVERAL VACANCIES in a newly merged Jewish Family and Children's Agency for graduate caseworkers with family or child welfare background. Salary range $2,400 to $3,700, according to experience. Opportunity for supervision. Apply to Mr. Jacob Little, Executive Director, United Jewish Social Service Agency, 91 Vine Street, Hartford, Connecticut.

NEBRASKA NEEDS NOW—Child Welfare Consultants and State Field Supervisor, $3,000 to $3,600; minimum qualifications, 1 year graduate study in social work plus experience. Training Supervisors, $3,300 to $4,080; minimum qualifications, 2 years graduate study in social work plus experience. For application blanks and information write Merit System, 1306 State Capitol, Lincoln, Nebraska.

WANTED: Supervisor, experienced in family casework, for Jewish family agency in large eastern city. Challenging opportunity and excellent personnel practices. 8731 Survey.

SOCIAL WORKER, woman, age 25-40, member Lutheran church, college graduate. Completion of one year graduate study plus two years experience as a case worker in private or public family or child welfare agency, or one half year graduate study plus five years experience. $3,000. Lutheran Inner Mission Society, 1002 11th St., N.W., Washington 1, D. C.

Nursing Homes

(Continued from page 104)

knows the nursing homes does not place such a patient with an operator who finds these patients troublesome.

However, there are times when placement in a mental sanitarium is the wisest course and the worker is serving her patient best when she uses this facility. Perhaps this decision is one that is hardest for the worker to make and is usually done only after consultation with a psychiatrist.

Mrs. E. had been in a nursing home for several years. She grew more confused, lived more and more in her dream world, became dirty about her personal habits, more disoriented. She became increasingly troublesome to the other patients, her imaginary romance with her pastor had long since ceased to be entertaining and had become only boring. She appropriated other patients' possessions, wandered into their rooms at night. One such patient can soon upset an entire nursing home and make everyone unhappy. With some misgiving the worker placed her in a mental hospital. It was soon apparent that Mrs. E. was happier and more relaxed here, where no one tried to make her conform to an acceptable behavior pattern. The other patients did not doubt her fanciful tales, but merely capped them with better ones. She was no longer snubbed and made to feel unwanted.

The nursing home operator who has become accustomed to working with the caseworker is frank to say how much it means to her to have the support of the worker and understanding in dealing with the problems confronting her. More than once an operator has said, "I would not take this patient if there were not a worker on the case." The service of a case worker may be the determining factor in gaining admission for a difficult patient. Through working with the caseworker on a few cases the operator gains a better undersanding of individual behavior and its causes. This understanding carries over to all her patients and adds to her ability. Sometimes the worker is helpful in merely being a safety valve for the nurse's pent-up irritations and relieves the tension by listening to her complaints. Sometimes just having an understanding person to "blow up" to helps in getting a better perspective, which

(Continued on page 135)

WORKERS WANTED

SOCIAL WORKERS—male. City office Sta Training School for Boys. Salary begins $31 including cost of living adjustment; yea increment $120. Case work with delinque boys. Accredited graduate school training a case work experience with children require Apply Case Supervisor, 205 East 42nd Stre Room 515, New York City 17.

MUNICIPAL & DISTRICT PROBATIC OFFICER
FAMILY WELFARE WORKER
CHILD WELFARE WORKER I
JUVENILE COURT PROBATION OFFICER—Wisconsin
Initial salary $263.02 per month for the ye 1948. Annual salary increments. Examinati continuous based upon evaluation of credentia Graduation from an accredited college or u versity, preferably with a major in sociolo plus completion of one-half to a major porti of the courses leading to a Master's degree an accredited school of social work.
Annuity and Retirement system for those w qualify therefor.
Request formal application from the M waukee County Civil Service Commission, Ro 206, Courthouse, Milwaukee 3, Wisconsin.

MEDICAL SOCIAL WORKERS, also SUPE VISOR, for Hospital in Brooklyn with expanding Social Service Department. Int esting program. Full training required. 87 Survey.

WANTED: Carefully trained, educated a experienced Senior Case Worker for sta wide non-sectarian child placing agency. M be able to furnish suitable references. Pers with Southern experience preferred. Perman position assured. Salary range from $3,000 $3,600. Must have had some experience in ministrative capacity. Apply to Childre Home Society of Florida, 403 Consolida Building, Jacksonville.

CASEWORKER: Opening in multiple serv agency for caseworker in Family Service a in Child Placement Departments. Classifi tions Caseworker I and II provide sal range $2400-$4500. Placement on scale pendent upon experience. Write Jewish cial Service Bureau, 15 Fernando Stre Pittsburgh 19, Pa.

CHILD WELFARE WORKERS: Openings scenic rural counties in Idaho. Professio supervision, opportunities for advanceme One year of graduate training required. S aries for Junior Child Welfare Worker $2 $250; Senior Child Welfare Worker $230-$2 Write Director of Child Welfare Servic Box 1189, Boise, Idaho.

CASEWORKERS professionally qualified agency giving children care in foster hor and in cottage type institution. Wor needed for direct work with emotionally d turbed children under psychiatric consul tion; also adoption worker. Write The Cl dren's Center, 1400 Whitney Avenue, N Haven, Conn.

CASE WORKER, graduate of accredited Sch of Social Work, experienced in child pla ment, for position in Adoption Departme Private Agency of good standards. Childre Service Bureau, 740 Wabash Bldg., Pi burgh 22, Pa.

CASEWORKER with graduate training, perienced in family and children's work, a small multiple functioning Jewish agen Challenging opportunity. Salary according qualifications. Write Jewish Social Serv Bureau, 45 Church Street, Paterson, N. J

CASEWORKER, professional training and perience required. Southern community. J ish Agency. Salary depends on qualificati and ability. 8727 Survey.

STENOGRAPHIC ASSISTANT (WOMA FOR ADMINISTRATIVE STAFF OF TH FRONTIER NURSING SERVICE IN TH KENTUCKY MOUNTAINS. SEND DA SHEET TO AGNES LEWIS, EXECUTI SECRETARY, WENDOVER, KENTUCK

RATES
Classified Advertising

Display	35c per line
Non-display	8c per word
Minimum Charge	$1.50 per insertion
Discounts	10% on six insertions

CASH WITH ORDER

Survey Midmonthly
112 East 19 Street — New York 3

WORKERS WANTED

WANTED IMMEDIATELY

Two thoroughly educated, trained and experienced Senior Case Workers, who can furnish references from reputable Child Welfare Agency. Permanent position assured right persons. Preference will be given to persons having had Southern States experience. Salary range from $3,000 to $3,600 depending on the qualifications. Write Children's Home Society of Florida, 403 Consolidated Building, Jacksonville, attention Marcus C. Fagg, State Superintendent.

NB: We are a State wide non-sectarian, private, child placing agency.

SUPERVISOR of family service with professional training and experience in Southern multiple function Jewish Agency. Salary dependent on qualifications and ability. 8728 Survey.

SOCIAL SERVICE WORKER (WOMAN) FOR FRONTIER NURSING SERVICE IN THE KENTUCKY MOUNTAINS. FOR INFORMATION, WRITE AGNES LEWIS, EXECUTIVE SECRETARY, WENDOVER, LESLIE CO., KENTUCKY.

CASEWORKER. Female, graduate of accredited school of social work, for family casework with Jewish agency. Good salary. Opportunity for some community organization. Write fully concerning qualifications to Jewish Welfare Service, 18 South Stockton Street, Trenton, New Jersey.

CASEWORKER—with M.S.S. and experience in family and children's work for a small multiple function Jewish agency in Youngstown, Ohio. Unusually good opportunity for case-work-group work integration. Excellent opportunity to learn at first-hand community organization and administration. Salary open, depending upon qualifications. Jewish Family & Children's Service, 646 Bryson Street, Youngstown 2, Ohio.

CASE WORKER experienced in family and children's work, especially in the latter field, for a small multiple function Jewish agency in a middle size, midwestern community. Opportunities for student supervision, community and group work-case work activities. Salary range between $3,000 and $3,800. 8661 Survey.

CASE WORKER—with M.S.S. or one year in graduate school plus experience. Excellent working conditions. Salary according to qualifications and experience. 8664 Survey.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.; M. S. degree required; salary range $2700-$3925; appointment within range, depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Servcice for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

CASEWORKERS—Catholic Family and Child Care Agency has two staff vacancies. Salary in accordance with professional training and experience. Opportunity for advancement. At least one year's graduate training required. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

CASEWORKER for families and children. One year or more graduate training desired. Good personnel practices. Salary dependent upon training and experience. Indiana. 8701 Survey.

SUPERVISOR OF CASEWORK for multiple service family casework agency. Interesting and challenging opportunity. Salary range $3600-$4500 annually. Write Director, Jewish Social Service Bureau, 127 N. W. Second Street, Miami 36, Florida.

CASEWORKER for immigration agency. MSS degree required and at least one year of experience. Knowledge of Yiddish desirable. Salary range $2,700 to $3,925 annually increasing on July 1, 1948 to $2,950 to $4,175. Appointment made within this range depending on experience. Prefer individual from New York vicinity. Write or telephone: Service for Foreign Born, New York Section, National Council of Jewish Women, 15 Park Row, New York 7, New York. REctor 2-1433.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.

GRADE I .....$2580-$2936
GRADE II .....$2664-$3312
GRADE III .....$3144 up

APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

Nursing Homes

(Continued from page 134)

benefits the patients.

The discriminating placement of patients in nursing homes is time consuming yet in no other area of social work would there be tolerance of the careless, casual placing of individuals that we find in the placement, perhaps for life, of the invalid. He may be miserably unhappy, even neglected, yet he is helpless to extricate himself.

An agency may find it advantageous to have one worker responsible for nursing home placements and to have all placements clear through her. If this is made a specialized job, the worker will have more time to work with the nursing homes, to know the operators, and the advantages of each home, and the operators will report vacancies to her. A relationship is formed for the benefit of both as each patient is placed in the nursing home best able to meet his needs.

The care of the chronically ill patient is becoming an ever increasing problem in every community and promises to become a greater one as the number of chronic patients increases. Strides in medical science prolong the lives of aged chronic patients. Medical science saves them but society has not solved the problem of caring for them. Only by continuous conscientious work can we as caseworkers help to refute that all too true statement of Isidore Rosenfeld: "Wherever the chronic sick are they are almost always in the wrong place."

Book Reviews

(Continued from page 129)

reached that the setting makes little difference for, as Dr. Wittenberg says, "There is one universal setting common to all American leaders of youth: the democratic society." He closes with the statement that there are no short cuts to helping people; it can only be done via the road to understanding. He has had the wisdom and insight to throw much light upon the path leading toward that deep understanding of young persons and their needs. This is his distinct contribution, and every group leader should place this book on his list of "Must-Read-Books." EMILY THORP BURR

Guidance Bureau, Inc.
New York City

CIGARETTES $1.43
DELIVERED TO YOUR DOOR
We pay postage & insurance
ALL Popular Brands—No Limit. Minimum order 5 cartons. Check or money order.
P. X. SALES CO., 287 14th Ave.
Box 3, Newark 3, New Jersey

PAMPHLETS & PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take i nthe betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

ZALAINE HULL
PERSONNEL CONSULTANTS
(Donaldson & Hull Agency)
135 Broadway New York 6, N. Y.
Phone: BArclay 7-8125

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. PL. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

SITUATIONS WANTED

WOMAN, MSW, 15 years experience, mostly foster home placement, desires position executive or casework supervisor in family or child placing agency. Prefer mid-west location, salary $4200. 8734 Survey.

EXPERIENCED EXECUTIVE desires position with progressive child placing agency or children's institution. Ten years' successful administrative experience with private children's agencies and institutions. Thoroughly familiar with current trends in child welfare. School of Social Work graduate. Married. Excellent references. 8714 Survey.

TEACHER — SOCIAL WORKER, college graduate. widely traveled, unusual background, no dependents, desires teaching or supervisory position boys' institution. Available immediately. 8733 Survey.

TRAINED AND EXPERIENCED (20 years) INSTITUTION MANAGERS. Man and wife experts in organizing, modernizing and financing private institutions. Have doubled income and endowment, reorganized, rebuilt and standardized. Employed at present but seek challenging opportunity. Highest references furnished. Accept year by year contract or short time counseling service. 8683 Survey.

EXECUTIVE, thoroughly experienced in recreational and institutional administration, desires position with progressive agency. 8715 Survey.

MAN, married, age 50, excellent references, experience; psychiatric case work, children, adults; administration, community organization, industrial relations, available. 8716 Survey.

MAN, 35, Catholic, who has two years of social work training, seeks a position in a children's institution preferably suburban or rural. Wishes to live on the premises. Family includes wife and two children. 8720 Survey.

ENERGETIC young man (23 years old) of Scottish birth; fully trained social welfare counsellor; Pedagogic's; graduate of Liverpool and Cambridge; seeks position of interest anywhere, anything. Kinloch-Taylor, 352 Gorge Road East, Victoria, British Columbia, Canada.

THE NATIONAL CATHOLIC SCHOOL OF SOCIAL SERVICE

OF THE CATHOLIC UNIVERSITY OF AMERICA

The National Catholic School of Social Service and the School of Social Work of the Catholic University of America merged July 1, 1947.

The National Catholic School of Social Service of the Catholic University of America is fully accredited by the American Association of Schools of Social Work.

The School offers professional training in social work leading to the professional degrees of Master of Social Work and Doctor of Social Work.

Further information may be obtained by writing the Dean, National Catholic School of Social Service of the Catholic University of America, University Post Office Box 111, Washington 17, D. C.

UNIVERSITY OF PITTSBURGH

SCHOOL OF SOCIAL WORK

PROFESSIONAL EDUCATION
for men and women

Leading to the Master of Social Work
and to the Doctor of Social Work

Generic Program and Specializations in

Social Case Work
Social Group Work
Social Inter-Group Work
Social Research

The next section of the Advanced Psychiatric Program on the doctorate level in cooperation with the Winter V.A. Hospital and the Menninger Foundation will begin July 1948.

SMITH COLLEGE SCHOOL FOR SOCIAL WORK

A Graduate Professional School Offering Educational Programs Leading to the Degree of Master of Social Science.

Plan A covers three summer sessions of academic study and two winter field placements in qualified casework agencies in various cities. This program is designed for students without previous training or experience in social work.

Plan B covers two summer sessions of academic study and one winter field placement. This program is designed for students who have had satisfactory experience in an approved social agency, or adequate graduate work.

Plan C admits students for the first summer session of academic study. Students who elect a full program may reapply to complete the course provided a period of not more than two years has intervened.

Academic Year Opens June 23, 1948

For further information write to

THE DIRECTOR COLLEGE HALL 8
Northampton, Massachusetts

BOSTON UNIVERSITY SCHOOL OF SOCIAL WORK

Case Work. Psychiatric Social Work. Medical Social Work. Group Work.

Fall semester begins on September 15, 1948.

Two summer terms beginning on June 1 and July 12, 1948, for experienced social workers.

For information and catalogue, apply to the Dean.

84 Exeter Street **Boston, Massachusetts**

SIMMONS COLLEGE SCHOOL OF SOCIAL WORK

Professional Education Leading to the degree of M.S.

Medical Social Work
Psychiatric Social Work
Community Work
Family and Child Welfare
Social Research

Catalog will be sent on request.

51 Commonwealth Avenue **Boston, Mass.**

VOL. LXXXIV NO. 5

THE SURVEY
MIDMONTHLY

MAY 1948

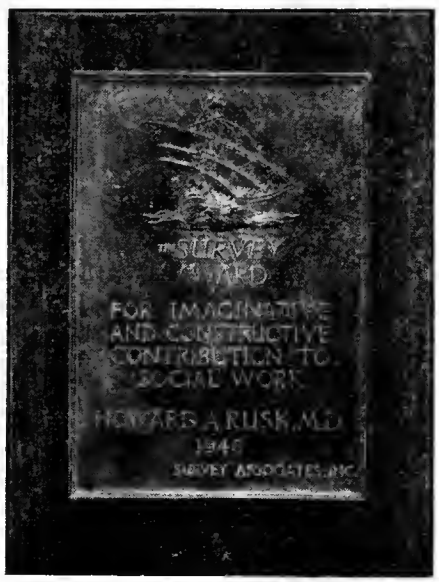
THE FIRST ANNUAL SURVEY award "for imaginative and constructive contribution to social work" was presented on April 22 at the Seventy-fifth Anniversary Meeting of the National Conference of Social Work to Dr. Howard A. Rusk, associate editor of *The New York Times* and head of the joint department of rehabilitation and physical medicine of New York University and Bellevue Hospital.

The award was dedicated to the memory of the late Edward T. Devine, well-known social worker and one of the founders of the magazine, for the purpose of recognizing "an outstanding, particular achievement in techniques or operation within the wide range of health and welfare activities, including legislation, interpretation, planning, and organization."

IN A CITATION MADE WHEN PRESENTING Dr. Rusk with a bronze plaque on behalf of THE SURVEY, Professor Eduard C. Lindeman said:

"Dr. Rusk, you stand in a friendly company. This audience of representative social workers of America, and their citizen friends and associates, joins with THE SURVEY in sincere and hearty acclaim on behalf of your numerous achievements. We take particular pride, however, in applauding *your imaginative plan for treating disabled soldiers during the late war. It was your humane insight which extended medical services in such manner as to include social, psychological, emotional, and vocational factors in every treatment. On this account literally thousands of young Americans disabled in war now lead normal, useful, and happy lives.* For this creative service your government has already bestowed its honors upon you.

"We hail this achievement for still another reason: *What you learned through the application of thoroughly scientific and humane methods under exigencies of war you have now begun to translate into a civilian program.* Already your new department of rehabilitation and physical medicine at New York University's College of Medicine and at Bellevue Hospital has attracted students and observers from all regions of the United States and from many foreign lands. As consultant on rehabilitation to the United Nations and as associate editor of *The New York Times* you have become a powerful influence for the promotion of physical, mental, and social health.



"This award is yours by all the rights of merit.

"I refrain from listing the longer catalogue of your singular and illustrious career. This approving audience would, I feel certain, be pleased, rather to hear you speak a few words on your own behalf."

IN ACCEPTING THE AWARD, DR. Rusk made the following remarks:

"To say that I am not thrilled and excited to be the recipient of the First Survey Award, would be a gross understatement, and especially so because it is in honor of Edward T. Devine, a leader in the field of social welfare, a man who struggled to preserve the dignity of the individual, a pioneer in so many of the great community projects that are today considered necessities for democratic living. But, to be truthful, I must say that my strongest feeling this minute is one of deepest humility.

"I am especially happy to receive this honor, because I think it symbolizes a closer fusion of medicine and the allied professions. In this country, we have been dissolute with our natural resources, but even more profligate with our human resources. We have failed to utilize our greatest untapped national resource—the great reservoir of talent and skills possessed by our disabled citizens, for it has been shown that, with selective placement, the disabled worker can not only hold his own, but can excel the able-bodied worker working side-by-side with him on the same task. He has a better production record, a lower accident rate, and a lower absentee rate than the normal worker.

"The reasons are obvious: the disabled man doesn't have to attend a safety school to learn to 'Stop, Look, and Listen,' and nature has been kind in giving us great powers of overcompensation. With training, the blind

man learns to 'see' with his ears and sense of touch, the deaf man to 'hear' with his eyes. The paraplegic, whose muscle power for walking comes from his arms and shoulders, has biceps and forearm muscles that make the average man look like a weakling. Put disabled people in the proper jobs where they can use these overcompensated senses and skills, and you will see why they can do such outstanding work.

"One of the most telling indices of the social consciousness of a community—whether it be a village or a country—is how they care for their disabled people. All human problems start with the individual, and the problems of nations and the world are just the problems of the individual multiplied a thousandfold.

"We, who have been privileged to work with the disabled, realize that in an overwhelming majority of cases we are dealing with those who are not only physically disabled, but who are spiritually exceptional. We, who have not suffered and overcome a severe disability, cannot have the depth of spirit that comes only by such a victory. It is a privilege to work with these people, for the results are both dramatic and satisfying.

"Rehabilitation is a teamwork job, and while it is primarily a medical problem, the doctor cannot do it alone. It is a responsibility of the doctor, the nurse, the social worker, the therapist, the psychologist, the teacher, and the guidance specialist. Rehabilitation is a complex process that must utilize every facet of community resources which can help to teach the individual to live and work in dignity with what he has left.

"It seems to me that the philosophy of rehabilitation is one of the basic concepts of our democratic way of life. We do not believe in 'Let the strong survive and the weak die.' We believe that society exists for the benefit of the individual, and that every man should have a chance to live and work with what he has left. The provision of that opportunity, that chance, should not be one of the duties of democracy, but one of its privileges.

"It is with the deepest humility that, on behalf of all disabled people, I accept the Survey Award."

DR. RUSK WAS SELECTED AS FIRST RECIPIENT of the award by a jury consisting of Joseph P. Anderson, executive secretary, American Association of Social Workers; Robert E. Bondy, director, National Social Welfare Assembly; Sallie E. Bright, executive director, National Publicity Council for Health and Welfare Services; Bailey B. Burritt, executive director, National Health Council; Charlotte E. Owen, executive, American Council of Voluntary Agencies for Foreign Service, Inc.; Paul Reed, executive director, National Information Bureau; Howard L. Russell, director, American Public Welfare Association; Eduard C. Lindeman, professor of social philosophy, New York School of Social Work, Chairman.

CONTENTS

Survey Award 137

Rallying Point for the World—*Report of the International Conference*..KATHRYN CLOSE 139

Probing and Pattern Making—*Significant Excerpts from Talks at General Sessions*.... 145

Meeting the Reality of Fear—*Report of the National Conference* .. MARION ROBINSON 153

Washington Byways 163

Epitomes 164

The Common Welfare 166

Book Reviews 170

About People 172

Copyright, 1948, Survey Associates, Inc.
All rights reserved.

THE SURVEY
Midmonthly

Paul Kellogg, *Editor.*
Thomas Devine, *Executive Editor.*
Marion Robinson, *Associate.*

Associate editors: Beulah Amidon, Ann Reed Brenner, Kathryn Close, Cora Emme, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent; *Washington correspondent,* Nora Piore.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Business manager, Walter F. Grueninger; *Circulation manager,* Rosamond Lee; *Advertising manager,* Edwin F. O'Halloran; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.

A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors

Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretary,* Ann Reed Brenner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B. Scandrett, Jr., Lowell Shumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus, Biography Index.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Joint subscription, both magazines—Year $6; Canadian and foreign, $7.

Rallying Point for the World

Kathryn Close

Reports the

INTERNATIONAL CONFERENCE OF SOCIAL WORK

Wide World

George E. Haynes, Great Britain, new president; Dr. René Sand, Belgium, retiring president; Joseph P. Anderson, USA, acting secretary general

What are the responsibilities of social workers in a troubled world?

This was the unformulated question that brought 200 social workers from thirty-five countries together last month for the Fourth International Conference of Social Work. Meeting in Atlantic City, April 17-22, and in New York, April 24-25, this first world conclave of social workers to be held in twelve years spread its cosmopolitan flavor to the neighboring Seventy-fifth Anniversary meeting of the National Conference of Social Work, with which some of its Atlantic City sessions were entwined.

Back in 1936, when the Third International Conference of Social Work met in London, social workers were only beginning to recognize signs of the havoc that lay ahead. Worldwide catastrophe came before four years were out and dislocated plans for the next quadrenniel meeting. Now twice as many years again had passed and the world was still shaking. Could social workers take any part in creating stability? Orientals and Occidentals, North Americans and South Americans, Europeans and Africans presented testimony that they must.

Yet this was not just a conference of fine phrases. On the contray, it was geared directly to the practical. It had been conceived by men who believed that the achievement of ideals depends on sound knowledge of reality best attained through an interchange of experience with other persons grappling with individual and social problems. Such a man was Howard R. Knight, the late secretary general, who died last October in the midst of efforts to recreate the International Conference. That plans for this year's meeting were carried on in spite of this loss was due to determination on the part of the conference's president, Dr. René Sand of Belgium, its acting secretary general, Joseph P. Anderson of the United States, the assistant secretary general for Europe, H. M. L. H. Sark of the Netherlands, the treasurer, George E. Haynes of England, and members of the executive committee.

This was a conference in which almost everyone present participated. Being essentially a delegate conference, but including also official observers, and visitors, it had an advantage of smallness. While more free discussion could perhaps have been hoped for from the round-tables, numerous social functions offered opportunity for conference attendants to become acquainted and to pursue specific questions not answered in the sessions.

In the round-tables and general sessions the social workers told of conditions in their countries and of measures being taken to meet them. They bore witness to the fact that the problems which face social workers are much the same the world over, with variations in degree and intensity. They also revealed differences in method and approach necessitated by differences in cultural traditions or in economic or social conditions. They brought evidence too of differences in trends, particularly on opposite sides of the Atlantic—for stories indicated that while social workers in the United States have become all but preoccupied with the techniques of individual treatment, European social workers have been participating in the development of great mass programs designed to meet the basic needs of everyone.

Programs in Other Countries

A large part of the conference's attention was devoted to problems of rehabilitating war-devastated countries, yet little indication was forthcoming that these countries were waiting to have everything done *for* them. A note of optimism was struck by the conference's president, Dr. René Sand, at a joint general session with the National Conference in which he described conditions and programs in Belgium, France, and the Netherlands. In spite of the setback of the war, the Belgian doctor maintained, social conditions in these three countries have advanced greatly in the past genera-

tion. He credited the advances largely to social programs instituted before the war and backed in the main by legislation, among them systems of social insurance and family allowances. Wartime and postwar efforts to regulate prices, wages, and rents as well as production, importation, and distribution of goods, have helped to maintain living conditions, he said.

Housing represents the worst social condition in all three countries, Dr. Sand pointed out. "Unless building costs are greatly reduced by the use of mass construction and standardization of materials," he predicted, "the housing problem will remain unsolved." However, he saw hope for Western Europe in a developing social policy based on three walls of defense against social evils: preventive measures, social security, and public and private welfare services using both casework and groupwork methods.

Speaking of the "new look in Britain," George E. Haynes of London remarked that the great problem there at the present time is "to know where all the cloth is to come from to cut the suits that are being patterned out." He pointed to the Education Act of 1944 as one of the biggest educational measures ever passed in Great Britain, and described the recently in-

Two settlement workers—Ilona Foldy of Budapest and Yvonne Voisin from Rheims

stituted health services and the comprehensive national insurance program as other outstanding steps toward social improvement in Great Britain. A controversy over the voluntary hospitals' reluctance to be drawn into the health scheme has died down, Mr. Haynes maintained, indicating that social workers had played an important part in convincing the public that the step was necessary "to get anything like equal hospital treatment throughout the country." However, he pointed out that a controversy now rages over the plan to bring medical men together in one general practitioner service.

Britain's national insurance program, by providing for children's allowances, widows' allowances, old age pensions, death benefits and funeral expenses, establishes a "minimum poverty line below which none shall be allowed to fall," Mr. Haynes declared, adding that voluntary bodies are being used as instruments to help carry out the government schemes.

Every conference produces a speaker who bewitches his audiences with the conviction and sincerity in his voice and who becomes a favorite subject of conversation. At this conference it was J. M. Kumarappa from Bombay, India, who described the social problems of a country whose population of 389,000,000 is "greater than the combined populations of all of North and South Americas and Africa." He explained that the Indian joint family system, which used to take care of the people in need, began to disintegrate with the impact of industrialism and the introduction of Western education, and maintained that because India is still 85 percent rural, the solution to her problem of mass poverty lies in revitalization of her 700,000 villages.

Next to a wider distribution of wealth, India's greatest need, according to Dr. Kumarappa, is better health. He told of a planned forty-year program to provide the people with medical and public health services. India's third great need, he said, is the liquidation of illiteracy. But he maintained that in achieving this aim Indians must go back to their own culture and create their future "in line with their past."

The last need for India, said Dr. Kumarappa, is peace, on which depends the fulfillment of all other needs.

Briefer pictures of programs and needs in other countries were produced in the International Conference's round-tables. There the discussions showed that while social workers from everywhere recognize the value of the individualized approach, in many countries the presence of actual physical want is so widespread that efforts to improve the lot of the masses through social security, housing, and health measures take precedence over services for individual and family adjustment.

That India was such a country, Dr. Kumarappa had already indicated, and his contention was supported by his compatriot, J. F. Bulsara, who spoke of the need of health and education services in rural communities and of housing needs in the cities. He pointed out that Bombay has an average of seven persons per room, and an average of eleven square feet of indoor space per person. However, the local government has launched a long range housing program with the ultimate goal of 250,000 dwelling units.

No country in the world is in a position to say it has enough good, commodious housing for all its citizens, maintained Dr. Bulsara.

Representatives from Great Britain, the Philippines, France, Germany, and Finland gave evidence of housing conditions in their countries that would lend weight to his contention. Of these countries, only Great Britain seems to have worked out a large scale program for attacking the problem. Richard Clements, secretary of the London County Council, told of plans for rebuilding the devastated areas of London, covering the natural communities, but creating groups of beautified neighborhood units.

The need for greater development of social programs for people in rural areas emerged clearly in the discussions. Though social work as described by almost all the conference participants had had an urban origin, the point was stressed that social conditions in rural communities are often worse

A Message From India

Now let us bear in mind that social work depends upon world peace. . . . Unless the world has peace, it is going to be impossible for India to solve her problems or for you or for any other country to solve its own problems. . . . The International Conference of Social Work, or any form of social work, provides perhaps the best common ground for international cooperation. . . . The fact that the world has become a neighborhood will be a tremendous menace to world peace unless we ourselves try to create out of this world neighborhood a world brotherhood. One of the greatest tasks of social workers is not merely elimination of the suffering of peoples but the creation of an environment, a world environment where people can live in peace and happiness. . . . If we could only get together and consecrate our lives to the creation of a brotherhood where contentment, peace, and good will among nations will prevail, our lives will have been well spent.

—J. M. Kumarappa

than they are in the city.

Li An-che of China was another who disapproved of the introduction of Western industrialization to the East. "I'm not quite sure whether the highly developed social work skill in urban areas is something to be proud of," he said. The family and tribal system in China is breaking, he asserted, and the government has been unable to carry out its substitute social program because of lack of "proper analysis or personnel."

Western civilization in Egypt, on the other hand, does not greatly affect the people of rural areas, according to Muhammes Shalaby. Though little was done to raise the standard of living in these areas until after freedom was achieved from the British, he declared, the government has since established a Department of Peasants, which in cooperation with a voluntary society sends social workers, health workers, and doctors to the villages.

Reprsentatives from France and India spoke of the difficulty of getting city social workers to go to the country, and of the need for some method for training rural persons in social work.

Other discussions revealed that in many countries voluntary agencies play an experimental and a supplementary role, while government is relied upon to meet the basic welfare needs of the country. In Poland, according to Celina Barska, the government cooperates with private agencies in caring for 1,500,000 war orphans.

In Egypt, a pattern of government subsidy to privately operated welfare programs has been devised, according to Yehia Darwish. The government, however, has the right to supervise the programs and to insist on the use of professionally trained personnel.

In China, said C. A. Chiang, the government has taken over many programs begun by private groups, including the medical and health work introduced by missionaries. But personnel difficulties have ensued because their administration is "still in the hands of privileged groups."

Similarly, in Lebanon most of the social services were begun by private organizations of other nationalities, explained Jamal K. Harfouche. The present government is establishing a welfare department and is "very conscious of the need for fact-finding and personnel training."

In Chile, on the other hand, few private welfare services exist, according to Maria E. Huneeus. A comprehensive social security program which covers every worker and family in the country is "absolutely accepted" because it is the "only protection for workers in a poverty-stricken country."

At all these meetings, the term "social work" remained undefined. Obviously, its meaning was not the same to all. In Poland, for instance, as Oscar Langer pointed out, "social work" includes the provision of education to rural children. In Western European countries it is apt to be so clearly allied to public health that the family visitor is something of a combination of caseworker and nurse. In India, it is tied in with labor welfare.

There was abundant evidence, however, of a growing effort to administer mass measures with an individualized approach. This concept, said Janina Suchodolska, is still recognized in Poland, although "war and large scale disasters have made mass programs a necessity."

International Social Work

The word "international" in the conference's name seemed to have two meanings. For the conference not only provided an opportunity for persons of various nationalities to meet and exchange experiences; it also brought them together with representatives of intergovernmental or voluntary, worldwide social welfare programs, especially those connected with the United Nations. Moreover, special arrangements were made for delegates to attend the UN sessions at Lake Success and to meet with members of the secretariat. The reason the conference moved to New York for its last two days was to make the UN headquarters more accessible to the delegates and the conference more accessible to United Nations personnel.

Two joint general sessions with the National Conference at Atlantic City were devoted to expositions of the programs of international agencies — the World Health Organization, the Preparatory Commission of the International Refugee Organization, the International Children's Emergency Fund, the International Labour Organization, and the UN's Social Commission; while two of the featured speakers at New York came from the Division of Social Activities, Department of Social Affairs, United Nations.

The Social Commission represents "the conviction of governments that social progress ranks on an equal basis with economic considerations as a factor in the maintenance of peace," said George F. Davidson, Canada's representative on the commission. He pointed out that in spite of the political deadlocks within the UN it has been possible in the social welfare field to get the cooperative effort of all nations directed to a common purpose.

Dr. Jamal K. Harfouche, Lebanese UN delegate, and Ilsa Jaffe of Venezuela

The commission's major responsibilities, according to Dr. Davidson are: to advise UN's Economic and Social Council on social measures of a general character and on practical matters in the social field; and to report on the extent to which UN social recommendations are being carried out.

Sir Raphael Cilento, director of the Division of Social Activities, told of the division's work in setting up a year's social welfare program for the UN. This includes the following priorities: social welfare services generally—involving the continued operation of the International Children's Emergency Fund and the provision of fellowships, consultants, films, textbooks, and seminars in social welfare; the prevention of crime and treatment of offenders—particularly gathering information and setting up study committees; allocation of responsibilities in the field of migration—with separation of the problem of displaced persons; prevention of traffic in women and children and in obscene literature—first revising a draft convention originally drawn up by the League of Nations; allocation of responsibility for the solution of the housing problem—to be referred to domestic action for solution; improvement of standards of living—especially the study of social surveys as a method of qualitative analysis.

The program of the International Labour Organization, was described by Daniel Gerig of the International Labour Office in Montreal. He main-

tained that the ILO has bent special efforts to further social insurance and assistance programs, to promote international standards for healthy and safe working conditions, and to encourage the establishment of comprehensive public health services or medical insurance programs.

The United States is not among the sixty-one nations which have formerly joined the World Health Organization, pointed out Dr. William P. Forrest, WHO's assistant director. He told of the unique power which WHO's annual health assembly has in the international field—the power of adopting regulations which shall come into force for all member states except those registering rejection or reservations within a specified period, thus avoiding the delays of ratification. The specific areas involved concern sanitary and quarantine requirements, nomenclature of disease and causes of death, and standards with respect to biological and pharmaceutical preparations.

WHO's present priorities, Dr. Forrest explained, include: the control of malaria; a campaign to prevent the spread of tuberculosis; a campaign against venereal disease; promotion of maternal and child health programs.

"Milk and fats represent the greatest needs of children in Europe," said Ludwik Rajchman, chairman of the executive board of the International Children's Emergency Fund, in describing the Fund's operations. Limited resources have prevented this temporary agency from providing supplementary meals for more than 4,000,000 of the estimated 27,000,000 children needing assistance in war-devastated countries, he said. Speaking of the role of voluntary effort in the field of international relief and rehabilitation, George Haynes named seven responsibilities which should be faced by worldwide organizations: (1) to rebuild the shattered units of their own organizations; (2) to work through indigenous bodies in their countries of operation; (3) to limit their functions in recognition that they are not "universal providers"; (4) to establish more effective coordination among themselves; (5) to improve their personnel; (6) to direct their work simply and purely to serving our common humanity; (7) to avoid temptations to acquire power for its own sake.

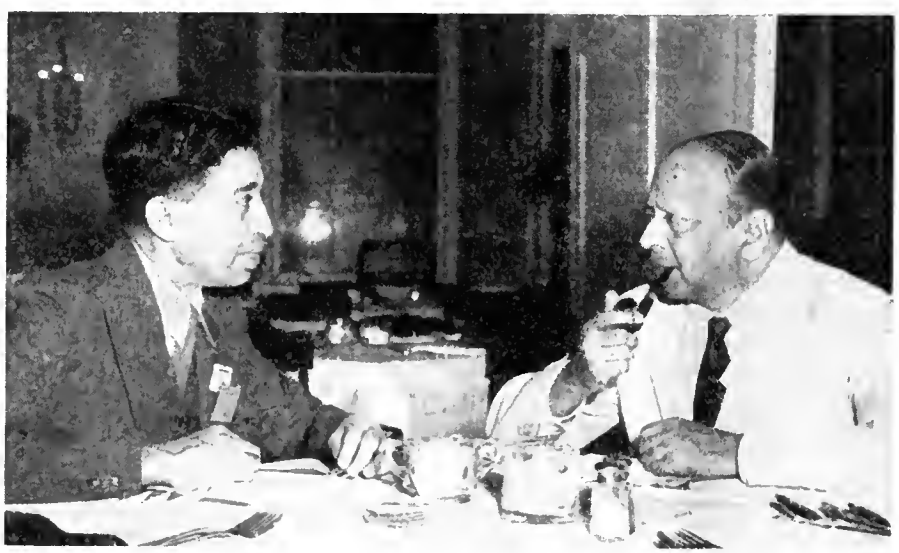
Martha H. Biehle of the staff of the Preparatory Commission of the International Refugee Organization spoke of the commission's efforts toward resettlement of Europe's displaced persons, and of the agreements made with several countries willing to take them in. She asked social workers of countries receiving DP's to help bring about their easy assimilation, by finding ways of providing services which a new immigrant might need—"cash to carry him until wages are received, adequate clothing for certain jobs, medical attention in case of accident, schools for the children, language classes for the adults."

Miss Biehle's point was reemphasized at a round-table session when H. L. M. H. Sark, of the Netherlands told of how national and local resettlement committees have been set up in his country to help in the establishment of special labor groups which have been brought into the country under arrangement with PCIRO. Housing difficulties make it necessary for many governments to limit entry to unattached persons, Dr. Sark maintained, but "from the DP's point of view it is best to keep families together."

At the same round-table, M. Letty Harford of England stressed the responsibility of individuals for extending hospitality to newly arrived DP's.

Rosaline Hsu-Sun Bien from Shanghai

Two men from Bombay—J. F. Bulsara, director of the Indian Conference of Social Work, and J. M. Kumarappa, head of the Tata School of Social Sciences



Action and Training

Throughout the conference the social workers responded enthusiastically to speakers who translated their human and professional concern for the well-being of mankind into terms of action, or at least into positive attitudes which might be used as direction finders through clouds of political confusion. One such was Donald S. Howard, president of the American Association of Social Workers, who spoke at a joint meeting of the association and the conference. Mr. Howard maintained that international action, "geared to the circumstances and cultures of individual countries," is required to attain the goals of economic security, health, education, housing, and individual and family adjustment, on which the well-being of people depends.

"Our skill is not just the skill of direct service," he asserted, "but also a technique of arousing public opinion and of getting other professionals — doctors, psychiatrists, vocational counselors and the like—to render their services." He pointed out that the social worker must see the world community whole and bring others together to meet its needs. But he added that international action is "cooperative action" and does not suggest action inside another country except through the government of that country.

"There are no giving and no receiv-

Oscar Langer of the Polish Red Cross

ing nations," Mr. Howard declared. "The slogan 'Everybody gives and everybody benefits' could apply on an international as well as a community basis." He maintained that relief and welfare must be exempt from politics for "no nation has all the answers."

Another speaker who stressed the importance of international social action was Adolphe Delierneux, assistant director of UN's Social Activities Division. At a luncheon in New York he predicted that if man spent as much effort toward resolving the problems of his structure and environment as he does in "extracting secrets from nature" the world would progress toward a happy society. He pleaded with social workers to "keep their eyes on the stars" while becoming as well equipped as possible for their day-to-day jobs.

Mr. Delierneux explained that the UN secretariat has been studying the possibility of a long term program of training for social workers. He pointed to three professional needs: an international definition of social work; an international terminology; an evaluation of content and opportunities for training.

Concern over content and opportunities for training, which kept cropping up throughout the conference, was the main focus at the luncheon at which Mr. Delierneux spoke and at which four other persons gave pictures of the training facilities in their countries.

Basic training for social work in the twenty schools in the United Kingdom is on an undergraduate level, though postgraduate courses are available in specialties, explained Elinor I. Black of England. "Next to matrimony," the fields to draw off the largest proportion of social work students in Great Britain are: industrial welfare; medical social service; youth work; psychiatric social work; probation.

Letty Harford asserted that experiments in exchange of teachers between Great Britain and the United States produced a cross fertilization of ideas and experiences; objectivity in regard to the work of one's own country; personal understanding.

J. M. Kumarappa described the Tata Institute of Social Sciences, the only social work school in India, as a postgraduate institution offering two and a half years of training to students from all over the country—"touchables, untouchables, Hindus, and Moslems." Its aim, he maintained, is to "make the social worker think—to provide the leadership that the country needs." Pointing out that the school emphasizes the social work function of finding needs and the organization responsible for meeting them, he told of current efforts to get the Indian railroads to provide a travelers aid service.

Jun Gueira of Brazil recounted the difficulties of attracting students to the fifteen schools of social work in her country because of the low salaries offered in the profession. She said the schools were faced with the choice of allowing young inexperienced graduates to take on responsible jobs or leave them to untrained persons.

Business and Organization

Not all the time of the eight-day conference could be scheduled for discussions of social work problems and methods, for this was, after all, a rebirth of an organization, calling for a great deal of official business. Important parts of this were the resetting of structure, the laying down of procedures for the future, and the election of officers and an executive committee. These were the concerns that occupied the major portion of the two days of meetings in New York.

There one caught a sense of the amount of work that had gone into convening this year's conference. Three successful conferences had met previously—at Paris in 1928, at Frankfurt in 1932, at London in 1936—but the war had shattered the organization as well as its financial records. To Howard R. Knight, the lamented secretary general, belonged most of the credit for its revival, as every conference leader testified. He had worked indefatigably to stimulate the establishment of national committees to choose delegates and observers for the conference. His foundation made it possible for the conference's temporary executive board, chosen at an organizing meeting in Brussels more than a year ago, to continue plans for the conference's convention this year. By the time the conference met, twenty countries had national committees which were able to send two official delegates to Atlantic City and New York, while

East meets West in a moment of relaxation. Piloo Dordi and Nani Bhatt of India chat with Donald S. Howard of the USA

Photos, pages 140-143, Hess and Son

fifteen others were represented by official observers or visitors.

All registered members of the conference were eligible to attend the business meetings in New York, but only the delegates were allowed to vote. At these meetings working committees presented a draft constitution, a slate of proposed officers and executive committeemen and statements of principle on international welfare agencies, the role of social work in meeting postwar needs, and training and exchange of personnel.

The constitution was adopted in principle and referred to the executive committee for final polishing. Thus the conference now has a blueprint of its machinery. The main parts of this structure are:

1. *Memberships* open to any individual or organization sympathetic with the conference's activities and objectives.

2. *National committees* to be set up in each country where there are members of the conference.

3. A *permanent committee* consisting of at least two delegates from each national committee, but with each country limited to one vote.

4. An *executive committee,* consisting of twenty-one members elected by the permanent committee, to meet at least once a year.

5. A *secretariat* consisting of a secretary general and whatever assistant secretaries general might be deemed necessary.

6. A *general meeting* of the membership to be called by the executive committee.

The constitution states the purpose of the conference to be "an international forum for the discussion of social work and related issues," which is "non-political, non-governmental and non-sectarian and does not undertake activities of an operational nature." However, it leaves the way open for consultation service to the United Nations through a second purpose which is "to stimulate and promote international social work and to facilitate cooperation between all international organizations related to the field of social welfare and particularly between these organizations, and the United Nations, its subdivisions, and its various specialized agencies."

Following the adoption of the constitution new officers were elected. They include: *honorary president,* Dr. René Sand of Belgium; *president,* George E. Haynes of Great Britain; *vice-presidents,* Fred K. Hoehler, USA; J. M. Kumarappa, India; H. M. L. H. Sark, the Netherlands; F. H. Rowe, Australia; and C. A. Chiang, China. A vacancy was left for a vice-president from South America who is to be chosen later by the executive committee. The new *treasurer* is W. H. Dewar of Canada.

The conference agreed that the *secretary general* shall be the same person as the secretary of the American national committee, a position to be automatically filled by the secretary of the National Conference of Social Work. The new *assistant secretary general* for Europe is Miss I. de Hurtardo of France.

In Western Europe

Social work in France, Holland, and Belgium shows the same characteristics as elsewhere: it tends to become more scientific and more preventive; mass action is corrected and supplemented by individualized treatment; the psychological approach gains the upper hand over material relief; rehabilitation is sought for the physically or mentally diseased or disabled, for the vocationally or morally unadjusted maladjusted. . . .

If governments, nations, political parties are wise enough to free themselves from selfish ambition, from fear and prejudice, so as to let the world heal its wounds and regain its balance, then social work will march unhampered to ever new and bolder conquests in the respect and development of the human person, in the enrichment of life, in the shaping of man's destiny. —*Dr. René Sand*

In addition to the officers the executive committee includes representatives from Denmark, France, Italy, Switzerland, South Africa, Great Britain, the United States and Canada. Two places allocated to Latin American countries and one for the Middle East have not yet been filled. In addition, two vacancies are to be reserved for Eastern European countries and three for other countries in which national committees have not yet been formed. International voluntary agencies are to be invited to send representatives to executive committee meetings as observers.

"Our conference should make social work a rallying point for the world," said Dr. Sand, in handing over the gavel of office to the new president. He suggested that the national committees could "stimulate the kind of social work unity in other countries that now exists in the United States and Great Britain."

A warm ovation was given Dr. Sand in recognition of his twenty years of service to the conference. One of its instigators, he was secretary general for its first three meetings. In addition, he has managed in a distinguished career to combine medicine and social work into a profession, of "social medicine." Founder of the Belgian Association for Social Medicine, he served in the Belgian Red Cross during the First World War and later became secretary of the League of Red Cross Societies. In 1936, he was made secretary general of Belgium's newly created Ministry of Health and Social Welfare, and continued in this capacity until deposed and taken hostage by the Nazis. He is now professor of social medicine at the University of Brussels.

"Wherever Dr. Sand has been," said the new conference president, George Haynes, in accepting the gavel, "he has brought that understanding that always transcends nationalities." Mr. Haynes said he had met only two men in his life whom he regarded as citizens of the world—one was the Scandinavian Fridtjof Nansen, and the other Dr. Sand.

As one who worked strenuously to produce this Fourth International Conference of Social Work, Mr. Haynes might have looked on himself as a promising candidate for world citizenship. In closing the conference, he told of how as a young scientist he had turned to teaching "on a very dark side of Liverpool" because of "an interest in persons," and of how an awakening to the conditions under which his boys lived brought him to a career of social work and eventually to his present position as secretary of the National Council of Social Services in Great Britain.

"We must never forget," said the new president, "that international social work can only be carried out with persons, with families, with groups. . . . Through our conference we may seek an understanding of what human life may be."

Thus it was clear again, as it had been throughout the conference, that social workers come together from all over the world not just for love of creating a great superstructure, but out of the necessity for carrying out their basic task of helping individuals everywhere achieve richer, more satisfying lives.

Anniversary Album

Probing and Pattern Making

In celebration of the Seventy-fifth Anniversary of the National Conference of Social Work, **The Survey** ***presents these eight pages of excerpts from papers given at general sessions by Leonard W. Mayo, vice-president, Western Reserve University, and the 1948 Conference president; Eduard C. Lindeman, professor of social philosophy, New York School of Social Work; Oscar R. Ewing, Federal Security Administrator; Arlien Johnson, dean, Graduate School of Social Work, University of Southern California; Joseph P. Anderson, executive secretary, American Association of Social Workers; and Donald S. Howard, director, department of social work administration, Russell Sage Foundation.***

Basic Issues in Social Work

Leonard W. Mayo

The purposes of social work as a whole cannot be expressed in terms of the objectives and methods of any one aspect of it. There must be included our relation to society as a whole and our total and long range, as well as our partial and immediate goals and objectives. The aims and concerns that tend to make us one, rather than the relatively unimportant differences that tend to separate us must prevail in any expression of our purpose in these days. We need to stress the concept of a total profession embracing a variety of approaches to human beings and human need, as well as the variety of methods, agencies, and auspices that now characterize social work.

This is the task which should engage all of us—rank and file workers, administrators, board members, and public officials. I neither expect nor recommend that social work should evolve blueprints or precise definitions. That is both undesirable and unlikely.

Prominent in any expression of our philosophy must be a simple declaration of our articles of faith set forth in language of unmistakable clarity; our concern for people, our respect for the dignity, integrity, and rights of individuals, our abhorence of injustice as one of the greatest foes of freedom, and our responsibility to speak and act with respect to the causes as well as the results of social maladjustment; and our major concern not only for prevention, restoration and rehabilitation, but for helping to create relationships, homes, neighborhoods, and nations in which human beings may live out their lives and develop their full potentialities as free people. Let all this be positive rather than negative in approach, add the scientific bases of our sources of knowledge and methods, and we shall in due course develop a statement of philosophy around which we can rally, that the scientist can respect, and the public can understand.

Should we develop "the socially conscious generalist who is professionally concerned with the whole person, of any age, with the whole family, and their interaction with the whole community"? as Hertha Kraus so aptly puts it. Shall we, as Donald Howard suggests, "concentrate less exclusively upon those in need, less upon insurance —and work relief—and more upon broad scale preventive and better still, constructive social measures"?

These questions come with striking force in the light of the widespread need for social services of all kinds among all economic groups and communities in our own country and the overwhelming needs both specific and general among the peoples of other lands. Some highly important considerations must be faced, however, as we prepare for these new responsibilities.

When it comes to making a lasting impact on society, our strength as a profession lies in our firsthand knowledge of human beings and human relations. Any new direction or focus that would concentrate on the broad issues to the detriment of the more intensive aspects of our work, would result in the drying up of our springs of knowledge and inspiration and the loss of a quality in social work which makes it unique.

Such genius as we have acquired in helping to solve broad social problems as well as the more intimate problems in human relations stems from the experience and competence we have gained as disciplined practitioners and administrators working closely with people in a variety of settings and circumstances. It has been this experience and the knowledge thus gained that has made us effective in bearing witness to the evils of poor housing, the inadequacy of public health provisions, the multiple but related causes of delinquency, and the need for extensive security measures and additional resources and facilities in our field. What we need at this time is not so much a major shift in the direction of social work as an acceleration in its total growth, not so much a change of focus as a broadening of scope, not the abandonment of present goals and methods, but their fulfillment.

We must not forget as we raise our sights and stretch our imaginations to envisage a substantial extension of social work that a daily contribution to the solution of broad community and, yes, world problems is being made by the lowliest caseworker, groupworker, and artisan in community organization, in public and private agencies, wherever they may be. The careful and painstaking service they render to individuals, families, and neighborhoods is basic. It counts tremendously both in individual cases and in the aggregate. It is not enough, to be sure, but it is essential and it will be even more so as we engage in broad scale social engineering.

Any profession that seeks earnestly to find and grapple with the basic issues in its own field of service, will find that it is addressing itself to the basic issues of society. "The cause of America," wrote Thomas Paine in 1779, "is in large measure the cause of all mankind." And to this we may add in 1948, in all modesty, the cause of social work is the cause of all liberty loving people everywhere. We are obligated, as all who came before us were and as those who follow will be, to find our special mission, our unique

contribution to the times in which we live and to be true to that mandate. We are obligated as a professing and committed group to catch the mood, the dominant note characteristic of the times and to reflect in our pronouncements and actions, whatever it may be that is required of us. What do these times demand?

First, a renewal of confidence and faith in ourselves as social workers and in social work as a dynamic influence in our world. We can be no greater than our faith, no stronger than our convictions, no more compelling than our vision. Nothing less than a rededication to the ancient truths that gave our profession its original impetus, and our colleagues of the early days their motivation, will suffice for us today.

Social work is indigenous to a free society. It cannot exist elsewhere. We who are staff members, administrators, and board members are the instruments or channels through which it flows to become a reality. It is dependent upon us and we dare not falter or fail. To lose faith in the present and ultimate power of social work as a handmaiden of democracy is to lose faith in democracy itself.

Second, and of no less importance, the times require of us that we declare again as we have before, in clear and unmistakable terms that there are no substitutes in our nation or in the world, for jobs, housing, health, education, and equal opportunities and protection for all people under the law. We must say again and again that human need is a challenge to be met, not a sin to be punished; and that want and suffering in the smallest town in America and in countries beyond our own borders are the business of every civilized person, everywhere.

Third, the times in which we live compel us to declare, regardless of what may be required to meet the exigencies of the moment, that we cannot win peace by force and that we dare not depend upon material defenses in an age that defies material defense. I do not recommend that social work as a profession enter the arena of domestic and international politics. But, I do urge that in spite of the hatred and violence that still grip the world, in spite of the confusion and fear that prevail and the conflict between ideals and exigencies, that we say what we know, namely, that man's only sure and ultimate defense against destruction lies in learning how to live —how to live with himself and how to live with his fellows.

Fourth, and finally, if we would meet the challenge of our times, we must face the reality of fear. Social workers know the crippling and devastating effects of fear upon individuals and some of us have seen its effects upon a whole people. Our friends who are here from other nations know by personal experience the chilling terror of a war and the gnawing fears of other kinds that have been their daily companions in recent years.

The fears we know in our country are not of this nature. They are fears of the heart and spirit, born of frustration. If the period following World War I was characterized by disillusionment, the era following World War II is one of frustration and desperate fear. We face almost sure destruction, we are told, for we live in the shadow of the relentless power of atomic energy, under a modern sword of Damocles hanging by a slender thread. So in hysteria, people shrink into their shells; they become suspicious, terrified and ready to fight another war before they have tried to learn the long slow way of peace.

I find the fact of the atomic bomb and biological warfare and all their baleful possibilities far less terrifying than the realization that to live below our full capacity as a people, and to deny in living the truths we know, is a form of death far worse than the mere abandonment of this earthly existence. What we should fear is not death, but base mediocrity, not extinction but cowardice, not the end of life, but retreat from living.

This is what people are waiting to hear. Can we say it? Can we live it? Can we express it through the jobs we do? Our nation and other nations are eager for the sound of a clear voice, free from political or other bias, speaking without fear or favor, asking no privilege, but challenging all men everywhere to rise to new spiritual heights, to lead, to sacrifice, to crusade, and to dare, for freedom.

What a fulfillment it would be for the Seventy-fifth Anniversary of this conference if we would say these things here—if we would express them in countless ways as we leave here, if we would believe them and make them a reality wherever we work and live, in a thousand communities across the land!

◆ ◆ ◆

Social Work and Democracy

Eduard C. Lindeman

The titanic struggle between democratic and anti-democratic conceptions of social order is compelling all serious-minded proponents of democracy to search for new meanings. . . . It is not accidental therefore that we should, as social workers, find ourselves confronted with the question: To what extent is the profession of social work democratic in its theory and practice? In one sense the struggle between democracy and totalitarianism appears to be a conflict between two clusters of nations but this is a naive and external perspective. The basic struggle of our age presents also an internal problem. . . . There are democratic and anti-democratic forces at work in us as individuals and also in our various cultures.

This maxim may be applied to professions as well. A profession can be defined accurately only when it is examined in the light of positive elements of its cultural context. An inquiry of this nature will inevitably lead in two directions: Where has social work come from, and where is it likely to go?

I suggest that we begin our search by raising three relevant questions: Is social work democratic in its basic practices and values? Is social work a positive, contributing democratic force? And, finally, what kind of program of future development is forecast for social work by reason of the fact that it operates in a context of democratic goals?

It is of the essence of the democratic conception that life and all processes associated with it shall be regarded as possessing fluidity. It is this flexible quality of democratic behavior which puzzles and annoys doctrinaire absolutists, and we must admit that the latter have all the advantages in times of crisis. Their ends and values are fixed. . . . They enjoy precipitating crises because they know in advance what strategy they will employ. This quality of absoluteness lends to their pro-

grams a semblance of strength and consistency, an appeal which must be exceedingly alluring to those for whom uncertainty is unbearable. . . . It is on this account that sensitive persons, particularly those who have suffered frustrations, so often seek the haven of dogma in moments of crisis. The insensitive attach themselves to dogma because it lends sanction to persecutions and brutalities.

The philosophical and logical work which needs to be done in order to make democratic values clear and teachable has not yet been performed. Thus far, we have lazily taken democracy for granted and have been lulled into complacency by the mellifluous and beguiling sound of those eighteenth century words which roll so readily off our tongues: liberty, equality, and fraternity.

I am not now asking whether social work as a profession and as a movement has been compatible with liberty, equality, and fraternity. . . . I wish to know whether or not social work has in the past exemplified the rule of diversity as against the rule of uniformity . . . because attempts to achieve unity through uniformity lead inevitably to totalitarian consummation, and it is totalitarianism with which democracy is now in conflict.

The practice of social casework, social groupwork, and community organization is on the side of democracy whenever and wherever it leaves an option to the client or the participant. . . . The moment its practitioners close the door on alternative choices, they begin to deny democratic experiences.

The record of social work on this score is comparatively high and yet there are some appalling exceptions. It scarcely seems credible but there are still reputable social agencies which practice racial discrimination, thus violating the principle of cultural pluralism. One may easily find social agencies which are administered according to the dictator principle, a denial of managerial diversity. There are communities where the existing social agencies are "frozen in" in such manner as to make the rise of new and experimental approaches to social problems relatively impossible, thus negating the principle of methodological diversity. In so far as these practices persist, social work is certainly not exemplifying democratic value.

I have chosen but a single empirical value which is inherent in the democratic idea; there are many more. . . .

Philosophically Speaking...

Social work is creative and curative. The primary objective of social work is the creation of a society so just and so brotherly that relief and remedial service shall be reduced to a minimum and the major activity of the social worker shall be dedicated to the enrichment of personality. . . . The democratic principle must be established not only in political life but in our economic order. . . . World law and order must be established. The social worker must cooperate with all those who, in peace and by democratic means, seek to establish a cooperative social order; they must join with the scientist, the engineer and the executive in using scientific means to achieve moral ends.—*From "A Personal Philosophy for Social Workers," by G. Bromley Oxnam, Bishop, Methodist Church, New York Area.*

We are not now speaking of generalized and lofty ideals which may have been historically associated with the democratic idea but rather with specific tests of behavior. . . . Social work is democratic and assists in making democracy realized and strong to the extent that it exemplifies these values.

In striving to find an answer to the futuristic question, "What kind of program for future development is forecast for social work by reason of the fact that it operates as a context of democratic goals?" I shall foresake theoretical considerations and speak plainly and concretely.

It should become the policy and practice of social work . . . to eliminate as rapidly as possible all vestiges of punitive rewards and punishments. A client receives counsel or material assistance through the channels of the social work profession because he is in need and because social work has evolved a method for meeting that need in ways which will leave the recipient in possession of dignity and self-respect.

It must have come as a distinct shock to those who believe in this principle when in a so-called investigation of the New York City Department of Public Welfare it became clear that some of the investigators and some of the newspapers appeared to believe that relief clients ought somehow to receive some form of punishment or degradation with each relief check. Obviously, we have not yet made plain to the public that modern social work is designed to bring persons in trouble back to the normal stream of life as quickly as possible and with no loss of personal esteem. If this cannot be done, then social work cannot be genuinely democratic since its consequence will be to rob individuals of their dignity and thus weaken the ties of loyalty between them and their community, finally between them and their nation.

Our profession now stands dangerously near the point at which we may expect to be legally coerced to end discriminations. Would not this constitute a shameful indictment? Ought we not to be leaders in this movement rather than followers? . . . I know you will all say "yes" to these questions but the fact remains that social work is still lagging in this respect; some social agencies, and alas, some under religious auspices are still debating whether or not it might be expedient for them to drop discriminations.

In a democracy, social work will operate through both voluntary and public agencies . . . since a society in which no activity is carried on by voluntary associations on behalf of education, health, recreation and welfare would be moving toward totalitarian goals. Indeed, it may be said that the health of a democratic society is proportional to the quality of functions performed by private institutions and agencies. . . . If the two forms cannot achieve a complementary relationship, a basic correlation, the result will be incapacity to deal with interrelated social problems on the one hand and on the other a lack of confidence on the part of the public.

All professions functioning under democratic conditions would remain closer to democratic ideals and practices if they made proper use of citizen participation. . . . Experts and the experiences of the people need to be brought into working harmony; only thus can there be established an integral relation between science and democracy. . . . But the process does not end here; the agencies and institutions which employ skilled personnel must also be brought within the pattern of democracy. This democratizing process can become effective only when technicians march forward to their tasks with citizens at their side. Some professions may be able to produce with a relatively high degree of acceptance without citizen participation but social work is the one profession which cannot afford to go alone.

Social work may be said to be moving in the direction of democratic goals when it learns how to utilize its special insights and knowledge for the purposes of social action. . . . Social workers possess the type of competence which should make them influential and practical instruments of social action. Their responsibility in this connection is still, however, beclouded by certain professional preconceptions which hold their power in check. They are uncertain with respect to the areas of competence represented by their craft, and they entertain misgivings with regard to (a) the effect which social action may have upon their professional standing, and (b) with regard to the probable or possible conflict which may follow when and if their social action goals run counter to the interests and attitudes of those citizens whose financial support sustains their agencies and institutions. So long as these misgivings persist, it will not be possible to bring the profession into effective alignment with democratic social action.

Both short term and long term social planning will become increasingly essential for the survival of democratic societies. Here again, social workers have an obligation which they have not yet been able to fulfill. Among the many misfortunes of the last quarter-century of anguished history must be listed the unhappy fact that social and economic planning have become identified with totalitarian ideologies. Certain publicists now tell us that we can have democracy or we can have planning, but we cannot have both. . . . To insist that planning and democracy are antithetical is in reality a trick of language, a bit of dialectical necromancy. The major premise in this equation should be:

Social and economic planning may be conducted either authoritatively or democratically; if done authoritatively, all freedoms will probably disappear; if done democratically, the basic freedoms may be retained.

Democratic social and economic planning would be not merely consistent with social work theory but a most useful outlet for social work skills. All planning begins with definitions of human needs. At this initial point, social workers could certainly make a genuine contribution. And from this point onward . . . planners could make fruitful use of the accumulated knowledge and skills of the social work profession.

It is difficult for me to imagine how democracies can survive unless they make planned use of both human and material resources. It is equally difficult for me to see how the profession of social work can escape heavy responsibilties with respect to democratically conceived and democratically operated planning, ranging from the local neighborhood to the nation itself.

I have enumerated some of the ways in which social work may become aggressively democratic, contributing both to the ideas and values which give democracy its emotional and moral strength and also to the skills and techniques required for success. Philosophically and scientifically social work belongs at the center of the democratic pattern of life.

◆ ◆ ◆

Security Begins at Home

Oscar R. Ewing

We are, at our national peril, ignoring our human resources. We are piling up a critical imbalance. It may weight the scales against the very values of human decency we are supposed to cherish.

Oh, yes, we have a social security program. We have a public health program. We have free elementary and secondary education on what passes for a universal footing. We have an employment service. We have a Full Employment Act.

But most of these programs, gauged by any rational standard, are impoverished. They are undernourished. They are stepchildren.

It is true that we have made perfectly amazing progress in this field during the last sixteen years. In that time we have come further toward national awareness of the importance of human resources than in all the previous centuries. But we had so far to go that our progress to date represents only a fraction of what we must achieve.

Furthermore, there are ominous signs that this forward march is being blocked.

Look, for instance, at the Social Security Act, where we have made some real progress. It is a good law in terms of its recognition of human needs. But in thirteen years, where has it gotten us? Not yet to the point where we can really practice all we preach. This Congress overrode the President's veto of the bill depriving newsboys of protection; the Gearhart bill deprives five millions, and will probably pass over veto. Opposition to these raids is negligible, and warns if the people do not rise up the whole structure will be swept away.

And that has a direct bearing on the second trend which, to my mind, is stultifying social work. It is the inescapable preoccupation of social workers with economic problems. Social workers are not responsible for this. The imbalance in our social organization leaves them no alternative.

Since I came to the Federal Security Agency eight months ago, I have been shocked to discover how many of our American people exist on the brink of catastrophe—of actual starvation. It seems inevitable to me that social work will never achieve its full promise as long as it can do little more than stand with its finger in this economic dike.

Today, most social workers have no choice but to devote themselves to the maladjustments that arise from this struggle. It has reached crisis proportions for many people because of the widening gap between the present high cost of living and the amount of monthly payments available under our social security programs. The disparity is especially marked in our old age and survivors insurance system, though it is only relatively less evident in public assistance.

I would like to think of us, rather, as moving toward broad social welfare policies with their accent on simplicity and on prevention.

I think we can. And I think we must. I am a newcomer in this field. But I have already discovered that there are plenty of wheels within wheels. Some of this is inevitable, of course. The business of living is complicated, even at the best.

But is it too much to ask that the wheels should be reasonably well oiled and smoothly geared? It seems to me that we can continue to move in the right direction if we take our bearings from three points of reference:

The first of these is the family—and I am sure you can tell me all there is to know about the emotional and social factors that make it still our basic resource in conserving human values. Both as an individual and a public official, I agree with you wholeheartedly on this fundamental premise.

What I should like to add in behalf of the family is perhaps a very plebian consideration.

In dealing with people—with their

universal human needs—it is just so much simpler, so much more practical and effective, to take the family as our common denominator. There are 145,000,000 individuals in this country now and in another twenty years there will be a lot more. Most of them live in families; most of them could not draw a hair's breadth distinction between individual needs and family needs.

Why should we inject within the family circle artificial barriers of "mine" and "thine?" One of the great mysteries, for example, that I have encountered on my job is what becomes of the mother in families getting aid to dependent children. Doesn't she need to eat? To wear clothes? To have a roof over her head? Why do the federal government and many of the states treat her like the little woman who wasn't there?

Please don't misunderstand me. I am not laughing at either government agencies who must cope with this blind spot or at the mothers whose needs it obscures. But as a lawyer, I can tell you that one way to deal with an absurd legal fiction like this is just to laugh at it hard enough and long enough to get it changed.

And the same thing goes for some of our old age insurance computations. I cannot get out of my head the picture of Darby and Joan, sitting down to calculate their "quarters of coverage" with a slide rule and an actuarial table—and coming out at the end with all of $39 a month.

As the family is our most personal point of reference, so government is our broadest. I believe it should scrupulously maintain this character.

Its job is the mass job of assuring basic protection under law. To my mind, it can probably best fulfill this function by applying the principles of social insurance as widely as possible. And by widely I mean both in terms of people and in terms of risks—including the risk of illness and the cost of medical care.

I don't mean to imply, of course, that social insurance can be our sole reliance. But I hope we can look forward to the day when assistance on the basis of need will be the exception—to a time when most foreseeable needs will normally have been met in advance by routine insurance investment throughout working years.

The third point of reference covers the broad area between the family and the government—between basic individual responsibility and basic national responsibility. Experience has proved this is where the private social agency can be most effective. Less inclusive—and more diversified—than any public service can or should be, you who serve in these voluntary community organizations will, I should think, find increasing demands for the kind of family guidance and rehabilitation in which you have always been leaders. Here, too, is where mental hygiene and recreation and other community services, both public and private, come into play.

This is the area where social work will perhaps find its greatest opportunities as it pulls out of its preoccupation with stark financial need.

I think we must set our sights by all three of these points of reference if we are to round out our concepts of social progress.

Roles of Governmental and Voluntary Agencies

Arlien Johnson

The five factors that make for difference between governmental and voluntary agencies offer a guide to the respective roles of these agencies in a total community welfare program. Each has a uniqueness which helps to determine its contribution. In presenting the five factors of difference—philosophy, legal basis, volume and distribution of services, administrative problems, and sources of funds—I have implied the strengths and limitations of each type of agency. It now remains to summarize and point up more sharply their respective roles.

The fact that a government welfare program must rest on a sense of social responsibility that is shared by a majority of the population means that governmental agencies develop slowly and at varying rates in different parts of the country. Crises such as depressions and wars hasten change in social attitudes which accounts for the rapid growth of the public social services in the United States since 1930. But such changes in attitudes are imperfect and uneven, often lacking a conscious sense of direction. I believe we can generalize on the basis of past experience in this and other countries to the extent of assigning these characteristics to the governmental agency:

1. The governmental agency exists by action of a legislative body and is limited in defined purpose, scope, and structure accordingly. The agency cannot deny its services, however, to anyone eligible under the law, and the person in turn can lay claim to the services even to the extent of enforcing the claim in the courts.

2. A governmental welfare service tends to become a social institution in its own right, gradually losing all connotation of a charity. A current example is the categorical public assistance programs for the aged, blind, and dependent children which seem to be moving toward noncontributory social insurance. Eventually public assistance may become merged with social insurance to such an extent that we shall regard them as a public facility like education, maintenance of streets and roads, libraries, protection of persons and property, and so on.

3. Because of the universal and comprehensive application of their services, the governmental agencies strive for uniformity of administration and benefits. This, combined with the size of the operation, makes bureaucracy in administration a danger. A high quality of administrative skill is required to prevent this.

4. Since the governmental agency must rely upon what the community thinks is necessary and desirable, it may lack a clear mandate as to what is its responsibility. Legislation is often confused and expresses the compromise of competing pressure groups rather than a consistent social philosophy of public service. The social security program in this country is growing piecemeal as it did in Great Britain. Eventually, as in Great Britain, we may try to put the pieces together. The kind of governmental welfare service we develop is dependent upon the political and social philosophy we hold as a nation. If the latter is confused and conflicting, the welfare services may well be confused and conflicting.

An interesting example is the present diversity of opinion over public provision of medical care. Public health has become generally accepted as a public responsibility even if inadequately financed. Medical care, however, has traditionally been provided under the poor law. Influences which may modify this tradition—in spite of the active opposition of the medical profession—are found in the extensive program for veterans with service-connected disabilities, and in the many rapidly developing programs under voluntary auspices which are educating public opinion on the vital need for prevention and treatment of heart diseases, infantile paralysis, can-

cer, and other diseases.

It seems significant that the National Health Service in Great Britain, which makes medical care free of charge to the entire population, has been noncontroversial as to purpose and scope. The differences of opinion between the government and the medical profession have centered around problems of administration.

The characteristics of the voluntary agency are very different from the governmental agency, and its place in a total community welfare program differs accordingly. Due to the philosophical or religious premise from which it arises, the voluntary agency represents only a segment of public opinion and is therefore free to develop as its supporters see fit. A distinction has been made that it is "able to formulate and define new ethical standards and to pioneer in the development of ethical and social insights." At its best the voluntary agency may be the forerunner of ideas and methods which, when proven, are utilized in new public welfare services for all the people, rather than a few. The sectarian agency, particularly, endeavors to keep alive the sense of individual obligation to one's fellow man. Relationships to clientele are intimate, and personal. The voluntary agency, then, would seem to have these characteristics:

1. The voluntary agency exists by the will of an individual or a group of individuals. Their authority arises out of their awareness of a problem about which they wish to do something. As long as they conduct the enterprise so that it is in the general public interest, the state has traditionally offered protection and prerogatives. The beneficiaries of voluntary agencies have no claim upon their services.

2. A voluntary agency has been described as "a minority agency expressing values and stressing need not yet accepted as a responsibility of the whole community." The program of the voluntary agency is limited in scope; it can select its constituents. This should enable the agency to be experimental, and flexible, to change its program and methods as needs change. Interesting examples come to mind. The extension of social work service on a fee basis to middle income groups, and the experiment of a few family agencies in offering family life education to the whole community might be cited. The voluntary agency may suffer however from the same lack of philosophy as does the public agency. If the supporters of the voluntary agency resist innovation and desire to hold the *status quo,* the voluntary agency can actually impede progress.

3. Since the premise in the Statute of Charitable Uses was that the charitable trust was supplementary to whatever might be provided from tax funds, it is of utmost importance that the voluntary agency have a clearly defined attitude toward the growth of public social services. If it accepts its greatest usefulness as finding new services to demonstrate as rapidly as its activities are assumed by the governmental agencies, it will never feel competitive with the public agency.

4. The voluntary agency can make a great contribution to the established public welfare services if it will continue its interest by safeguarding the quality of administration of the public agency. The voluntary agency can be a critic of bureaucratic tendencies in administration and at the same time interpret the necessity for qualified personnel to prevent such tendencies. Through its constant contact with laymen, the voluntary agency can help to develop intelligent public opinion in support of these services which only government has power and resources to provide as the right of all the people, administered in the best interests of its clientele.

5. If the voluntary agency accepts these responsibilities for pioneering in the development of public opinion in support of governmental welfare services, it is at once evident that it should not accept subsidies from public funds. To do so is to make its position dependent when it should be independent. Acceptance of payment for services rendered on a per capita basis, when such an arrangement is in the discretion of the administrator and for a temporary period, is, of course, another matter. Previous studies show that where public funds go, control usually follows. The mingling of public and private funds, on the whole, is not in the interests of either the voluntary or the governmental agency if each is to perform its role satisfactorily.

6. The role of the voluntary agency may change as a result of the shift in the base of financial support. Charitable trusts are declining as a source of support. In a city like Los Angeles, one half of one percent of expenditures in 1946 were from income from endowments. Furthermore, heavy taxation and limitation of tax deductions for charitable purposes to 15 percent of income, seem likely to affect sources of income for community chests, over a period of time. The introduction of the impersonal corporation gift and the participation of labor in support of voluntary agencies may vitiate the original philosophical tenet of the voluntary agency, that it represents a sense of obligation on the part of the donors. The use of the foundation to protect private wealth from taxation with no accountability that the funds are used in the general public interest may eventually lead to increased government supervision of voluntary organizations.

The respective roles of governmental and voluntary agencies in our society are different but supplementary. The differences, once acknowledged, illuminate the strengths which each has in its own right. The relationship between them is never static but is dynamically interrelated and changing. The voluntary agency with its spirit of love of mankind can heighten and keep sensitive the social conscience of the nation. The governmental agency with social justice as its *raison d'être* grows out of the will of a socially conscious America. Together they weave an imperfect but designed pattern of services that undergird democracy.

◆ ◆ ◆

Laymen and Professionals in Social Work

Joseph P. Anderson

It should be stated at the outset that the specific responsibilities and functions of laymen and professional workers necessarily depend on the kind of agency and program carried on, the auspices, the way it is financed, and its stage of development. There are, however, certain general guides which can be applied to most situations to enable both groups to understand and fulfill their respective roles.

The first responsibility of the professional worker is to provide the skilled technical service which, by reason of his special preparation, he is equipped to offer the individual, the group, and the community. He has the added responsibility to work continuously to improve the quality of that service. He must work with his professional associates to define objective criteria for the measurement of competence and to see that these standards are understood, accepted, and applied. The professional worker must be alert and sensitive to new problems and new needs which come to his attention and

The Value of the Individual

In this great and seething moment of history, the restoration of the significance of the individual is as much in our hands, as social workers, as perhaps any other groups of people in the world. Our ministry of healing and the daily drudgery of social work . . . is bounded by a kind of halo of sacredness which I hope . . . will once again bring to us and to those whom we represent . . . the dedication to the inestimable value of individuals, our dedication to see that the necessity of mass production of the goods we need, and the handling of people in masses as governments, does not cause us to lose that sense that the little child, or a crippled man or woman, or a stalwart, ambitious young boy or girl who has become a delinquent, is very, very precious.—*From "Social Work in the New World," by Clarence Pickett, executive director, American Friend's Service Committee.*

he must assist with the development of new insights, new concepts, new skills and new techniques, to meet these needs.

Every professional worker has a responsibility to make available what he has learned in practice to the persons in organizations conducting training programs so that each succeeding generation of social work practitioners will be better equipped. The professional worker has an obligation to point out and work for the establishment of the kind of personnel practices which make possible the highest standard of service. He has a responsibility to recruit for the profession and to help formulate and support good standards of education. He must make available the knowledge he has gained from his education and experience for the purpose of establishing sound policies and procedures governing the program. Finally, he must use his knowledge, skill, and factual information to create awareness of individual and community needs and to mobilize intelligent and understanding support for programs of service to meet these needs.

Laymen have an equally important part to play if we are to have sound administration and operation of our programs. An important element in the administration and operation of all social work programs is community sanction. Our public programs receive this sanction from legislation. In our voluntary programs this sanction is provided by the active participation and responsible support of laymen.

One way the layman in social work performs this role is by accepting membership on the board of directors of a social agency. The presence on the boards of social agencies of laymen in whom the community has confidence gives assurance to the people obtaining service from that agency, to the staff employed in it, and to the persons whose contributions make the work of the agency possible. Professional workers come and go but a responsible citizen board provides the continuity and stability essential to sound administration and operation.

Another function for which the layman has responsibility is that of helping to formulate sound policies and procedures. In both public and voluntary agencies he performs this role through his work as a member of the board and by serving on agency committees.

A third method of performing his role is by accepting responsibility for serving as a volunteer worker in some phase of the agency's programs. The layman has the right to expect from the professional workers guidance in determining the type of volunteer service for which he is best equipped. On his own part he must be able to recognize the special skills which he can offer and to accept the limitations of time and energy under which he must operate.

In both public and voluntary programs the layman must serve as the liaison between the professional worker who strives for the development of high standards and progressive social policies and the general public which has to be helped to understand that the standards and policies are essential to the maintenance of a high quality of service, and for that reason are valuable and worth paying for.

Three elements are essential to sound social planning and effective social action. The first of these is research and study to determine new and changing needs of individuals and communities. The second is the planning and organization of new service programs or the coordination and integration of existing programs. The third is mobilizing support for the establishment and maintenance of programs and services on a basis adequate to meet the needs of all persons requiring them.

There is general acceptance of the fact that sound community planning and effective social action must be based on accurate, up-to-date factual information. It is the responsibility of the professional worker to obtain, compile, and present all the pertinent data. Laymen in social work—in fact, the whole community—have the right to expect from the professional social worker information that is complete, valid, and objective, in order that the health and welfare needs of the community may be understood and sound action for the meeting of these needs be undertaken.

To fulfill his role the layman must be willing to review the factual data assembled, to consider the implications, and to be guided by this information in determining next steps.

Because it is the layman who provide community sanction for our health and welfare programs, their role in the community planning and coordination and integration of our social programs is of special importance. It is not an easy role, but one that must be performed if the community's changing needs are to be met. Community planning stated briefly means balancing the resources of the community against its needs. To carry on the planning process both laymen and professional workers must be willing to accept the self-discipline which it imposes. Each group has the responsibility for creating and supporting the community machinery through which the process of planning is carried out. Laymen and professional workers share the responsibility for seeing that the total community is adequately represented in the organization and in the planning process. The professional worker must stand ready at all times to supply his expert technical knowledge to assist in interpreting the facts and to offer guidance regarding the direction to be followed.

◆ ◆ ◆

Cooperation: Local, State, National, International

Donald S. Howard

To help in avoiding, or at least in minimizing apparent conflicts in local, state, national, and international "interests," emphasis should constantly be placed upon the unity of their interests. States' rights should be emphasized less and state duties more. Less stress should be laid upon "jurisdictions" and more upon program and common objectives.

Unfortunately, some of our watchwords such as those about "states' rights" are often quoted not in genu-

ine defense of what the defenders purport to support but are rather used as a cloak of respectability for opposition which is really premised on less respectable grounds.

With increasing knowledge of the interrelatedness of all of life, the less defensible become the attempts made to compartmentalize it. The question is not to allot one function to one level of life and another to a second; it is not local *or* state responsibility, state *or* federal, national *or* international. The *real* question is how best to encourage joint action of localities, states, and nations in solving the basic problems of life.

Unless international cooperation succeeds—at Lake Success, at farther-away Geneva, and at the farthest away corner of the world—those sons of yours may be snatched from that most local of all spots—your own fireside. Unless you and your neighbors help to breathe into it the breath of life perhaps the seemingly distant United Nations cannot live.

The process by which local, state, national, and international cooperation may best be facilitated is through genuine and unadulterated democracy. The democracy with which we are here concerned has two aspects: that which governs relationships among local, state, national, and international administrative personnel concerned with welfare services and, secondly, that pertaining to the relations of these administrators with taxpayers, citizens, and the general public.

Social workers do quite well in reminding themselves that their function in life is to serve *people:* people with a wide variety of human weaknesses and strengths, biases, prejudices, hopes. But, these same social workers seem often to forget that their professional colleagues are also *people;* that the general public which they also serve is made up of *people,* people who—like those more directly served—have a variety of strengths and weaknesses, prejudices, biases, hopes.

One of the strangest anomalies in all social work, in my estimation, is the worker who with infinite patience helps the mother of an unmarried daughter to become reconciled to the birth of her daughter's child, but who reacts with bitter hostility to a colleague, who, because of conflicting social or economic views, finds it difficult to "go along with" some aspect of agency policy. The social work policy which has gone far in developing worker-client relations might well give more attention than has been given in the past to worker-worker relations.

These, surely, should include free communication between workers engaged at lower levels with those at higher levels and vice versa. Too often . . . workers eye with suspicion, distrust, and even contempt, their colleagues at other levels.

Truly democratic staff relations, like democratic social planning or any other democratic activity, bring their own rewards. These, however, may be quite different from the satisfactions gained by the "man of action" by swifter and more direct means. The rewards, while quite real, are those of the teacher as opposed to those of the actor; they are the rewards of parenthood rather than those of adolescence.

In this regard I shall never forget the sage advice and warnings of my own father just after our son was born, when he said, "Don, you will want to help this boy develop a strong will—but the first will he will cross, will be yours; you will want him to develop initiative—but the first hair he'll get into will be yours; you will want him to become able to stand alone—and the first person he'll do without will be you."

And so in democratic personnel relations, we must help others to develop their own strengths, accepting for ourselves more the role of helpers and enablers rather than that of controllers and dominators.

Important as they are, democratic staff relations will not alone assure democratically controlled social services. Means must be found by which the people whose interests are being served have their say too about these services. In part, this say may be said through our system of representative government by which the representatives of states approve the general plan by which the federal government or, in its turn, the state government, may aid lesser units of government in the administration of welfare services.

In addition to applying to the formulation of broad scale social welfare policy the principle of representation, further means must be found by which people in our towns, counties, states, and nation who are particularly concerned with welfare programs may bring their influence to bear upon legislative bodies and administrators at all these levels. Local welfare councils and citizens councils, state social welfare associations and state councils all are means by which the people can say what welfare services they want.

There is, however, no adequate vehicle by which *people* concerned with action on national and international welfare questions can readily express their views. This being the case, perhaps it is now time to consider the formation of some sort of national social policy association through which people of good will can cooperate in getting national and international action on welfare issues deemed to be in the public interest. . . . But, whatever the device, surely means must be found by which the people may have opportunity to appraise the local, state, national, and international welfare services they have, discuss what more they want and work to bring that more into being.

In attempting to discover the most effective relationship possible among units of organizations and agencies operating on different levels, social workers are not alone. In fact, at this very moment, an important study is going forward. And other careful studies have just been completed. One of these, by Harold Groves, Luther Gulick, and Mabel Newcomer, led to the conclusion that:

> Federal-State relations have been marked by coolness, distance, suspicion and jealousy. . . . While much weight needs to be given to the values associated with autonomous local government, these have to be balanced against the advantages, such as reduced confusion and wider perspective, which attend central control. A prior generalization concerning centralization is of little use. . . . This approach to the problem calls for a high degree of genuine mutuality. State suspicion that intergovermental cooperation will be mostly Federal domination must be dispelled. A program of full and genuine mutuality is entirely possible.

This "genuine mutuality" social workers may help to find. In fact, because of their particular penchant for human relations they may lead the way in the search.

Unity of purpose on the part of localities, states, the nation, and the world which—in view of the price already paid—should long since have been won, is *not* won, but stands in constant danger of being lost. Only through truly democratic cooperation of agencies working at all levels and by making our welfare services what the people of our localities, states, and nations really want them to be, can we pretend to serve the democracy which we hope may prevail not only at home but the world around.

Meeting the Reality of Fear

A Report of the Seventy-fifth Anniversary Meeting of the National Conference of Social Work at Atlantic City

MARION ROBINSON

Saris and mandarin coats promenading the boardwalk beside the "new look," and the old-with-the-hemlet-down. Old friends, new friends, and remembrances of friends who will not be there again. Determined meeting-goers and relaxed hookey-players. Candid boardwalk shots of confercs lining the entrance to Convention Hall. A deft conference staff, presided over by the incomparable Jane Chandler. The vast auditorium, filled to capacity, and the redoubtable Leonard Mayo wielding the presidential gavel. Audiences of receptive listeners, with here and there a sleeper-in-meetings and a whisperer-in-meetings. The young, the old, the ageless; the tired, the stimulated, the calculating; the wise, the hopeless, the hopeful. The undercurrent of searching—for a philosophy to live by and work by, for the spark of new ideas and the testing of old ones. A subtle sense of unity amid diversity. A host of depression-wise, war-wise workers for human welfare whose daily traffic is with the gravest risks and the brightest promises of an atomic era.

This was the Seventy-fifth Anniversary Meeting of the National Conference of Social Work in the year 1948 in Atlantic City. The fifty people who met in New York City in 1874 to form the National Conference of the Boards of Public Charities would indeed have been astounded to see their brain child today. A total of 6,519 persons were registered, and about 500 people participated as speakers, discussants, and chairmen in over 170 meetings of 12 sections and 45 of the associate groups.

That the conference, which now has a membership of 7,500, has weathered a crucial year was the report of Mr. Mayo in a prelude to his presidential address. An immediate financial crisis has been met, and provisions made to "insure the future of the conference."

By far the greatest shock to the conference in this crucial year, however, had been the sudden death last October of Howard Knight, executive secretary since 1926; and the sense of loss in meeting for the first time without this wise and genial leader was a poignant thread in the 1948 conference pattern. Part of one evening session was given over to a memorial service for Mr. Knight, and here, with warmth and simplicity, three social workers—Cheney C. Jones, Robert P. Lane, and Dorothy C. Kahn—spoke of the man and his contributions.

As a part of the "anniversary evening," other great conference leaders were remembered, too. The first annual SURVEY award "for imaginative and constructive contribution to social work," given in memory of Edward T. Devine, was presented to

The writer wishes to acknowledge special reportorial assistance by Doris Grotowohl, and to thank the following people for help in gathering information: Barbara Abel, Edith Terry Bremer, Mary Dabney, Arthur Dunham, Jean Maxwell, Mary Blanche Moss, Ann Elizabeth Neely, Lillie Peck, Jean Reynolds, Jason Rich, James H. Scull. Violet Sieder, Hollis Vick.

Dr. Howard A. Rusk (see page 137) and later in the evening there were words of tribute to three former conference presidents whose deaths had occurred in the past year. The vigorous genius of Dr. Devine, conference president in 1906, was evoked in a trilogy of reminiscences by Paul Kellogg; Monsignor Robert F. Keegan, the 1936 conference president, was termed "a veritable troubadour of a better life for all," by Walter Pettit; and Kenneth L. M. Pray, who presided over the 1946 conference, was referred to by Edwin D. Solenberger as one whose contribution was distinguished by his "profound belief in the dignity of the individual and rare understanding of the democratic process."

Honor was paid on this evening, also, to a sizable group of people who had held conference membership continuously for twenty-five years or more; and to the Community Service Society of New York and the Family Service Association of Cleveland for fifty years continuous membership.

Social Work and Democracy

Man's only sure and ultimate defense against destruction, in this world which is gripped by frustration and fear, "lies in learning how to live—how to live with himself and his fellows," said Leonard Mayo in the presidential address. And since the solution lies so close to the heart of both democracy and social work, a majority of the speakers in general sessions undertook to cast further light on the mutuality of these two living ideas. The result was a rich harvest of philosophical and practical insights, a theme which was developed and made specific in many of the group meetings. (For liberal excerpts from papers given at general sessions, see special section, pages 145 to 152.)

Public or private community organization "is a concomitant of a democratic way of life," declared Frank L. Well, chairman, executive committee, National Social Welfare Assembly. Speaking at a meeting of the section on community organization and planning, he said that in a democratic society individuals have the right "to associate together for any endeavor they deem desirable." But, he pointed out, "the rights of organizing are also inclusive of duties"—and, above all, the duty to the community "to see to it that a useful purpose is served and that the cause is being efficiently carried out."

The group as an instrument in training for democracy was discussed at the opening meeting of the social group-work section by Bryn Hovde, president, New School for Social Research, and on the same program Louis Blumenthal, executive director of San Francisco's Jewish Community Center, spoke on current use of this tool.

The individual is trained for democracy through the family, church, formal education, and the group; and the group, being flexible, can supplement the contributions of the others, said Mr. Hovde. The educator interpreted democracy as "something to be lived, something to be reconquered every day, something the results of which can be apparent in practical life."

The central problem of making democracy work in an agency, offered Mr. Blumenthal, is a dual one: discovering and using resources; and bringing about emotional reeducation. The process of organization as an instrument for solving this problem was the mainstem of this discussion. He emphasized a concept of democratic practice as "placing not less but more responsibility on leadership," and as not being measurable in terms of rigid standards. "We sometimes are thrown off our course," he said, "in the assumption that democratic practice is primarily a matter of institutional forms, of formal process. These are only outer arrangements supplementary to the basic task of developing a quality of social relationships and an inner freedom."

The psychiatric spot light was thrown on the sick social, economic, and political climate which man has created, by Dr. Sol Ginsburg of New York City's Vanderbilt Clinic and Dr. Julius Schreiber, director, National Institute of Social Relations. "Democracy and mental health are interdependent," said Dr. Schreiber, "—as one goes forward, so does the other; as one is blocked, so is the other." Although there has been progress on the democratic front, "the poison of prejudice and discrimination makes a mockery of our democratic credo" and there is great danger in the fact that "the word 'loyalty' is beginning to be spelled 'conformity.'"

The current vogue enjoyed by psychiatry and mental hygiene, asserted Dr. Ginsburg, is a manifestation of a need "to retreat from society to the individual." A major theme was that the necessity to fight wars is a pathological symptom of society. The remedy, however, cannot be reached through mass measures, but must be accomplished on the resolution of the problems of the individual.

That elusive conference badge!

Social Adjustment

That the essence of social work objectives is to help people make the maximum use of their capacities and resources was the point of departure for two outstanding papers given at the opening session of the section on social casework. These speakers were Grace F. Marcus, professor of social casework at University of Pittsburgh's School of Social Work, and Charlotte Towle, professor of social service administration at University of Chicago's School of Social Service Administration.

Miss Marcus developed the subject in terms of the nature of responsibility for the self. "To be honest, there is much that is uninviting about it," she said, ". . . the more self-reliant a person has learned to be, the more he knows from repeated experience what a tussle it is to come to grips with a new responsibility." Though this is part of the life growth process, it is the cause of terrific internal struggle, she declared, and it is here that the caseworker helps the client to face the nature of the struggle, examine both sides of the conflict and decide what will take precedence for him.

Taking the diagnostic approach, Miss Towle felt that the client is best helped to approximate his capacities when the caseworker is able to help him set and achieve goals which emerge through treatment geared to a differential diagnosis. The diagnosis is based, she said, on the caseworker's

evaluation of external reality forces in the problem situation, and internal resources of the client, including the degree of his capacity for change.

Another methodological discussion sponsored by the casework section, came with the presentation of papers on developments in differential treatment by Dr. Peter Neubauer, chief psychiatric consultant, Community Service Society of New York, and Lucille N. Austin, professor in social work, New York School of Social Work. Dr. Neubauer described current uses of therapy methods and said that the use of any one of them depends entirely on the choice of problems for treatment.

The uses of intermediate and insight therapy in casework treatment were discussed by Mrs. Austin. The former, which involves unconscious insight into the person's own typical behavior patterns, would appear to be more successful in treating individuals in whom the ego is not strong enough to tolerate the more direct interpretation involved in insight therapy.

Children and Their Families

Whatever the cause of marital discord — and one caseworker, Regina Flesch of the United Charities of Chicago, said that a fundamental cause was the discrepancy between our "cultural idealization of marital harmony" and the inevitableness of disillusion and conflict in marriage—if sustained, is so emotionally harmful to children that, according to Dr. Sidney L. Green, staff psychiatrist at New York City's Jewish Board of Guardians, the actual separation or divorce of his parents is only a climax of a series of traumatic experiences. Speaking before a meeting of the Child Welfare League of America, Dr. Green said that the normal human being feels, in childhood, like "a helpless pawn, whose destiny lies completely in the hands of his parents."

The child whose parents expect too much of him figured in a case illustration through which Lorna Sylvester described the work of the Harrisburg (Pa.) Child Guidance Center. Speaking at a meeting of the American Association of Psychiatric Social Workers, Miss Sylvester maintained that in simultaneous treatment of parent and child, where disturbed relationship exists, it is possible for change to take place and for both to find their way into a new adjustment.

Sometimes the problem veers in the direction of overprotectiveness, even with the normal child, but in the case of the handicapped child, said Dr. Leslie B. Hohman, professor of psychiatry at Duke University School of Medicine, the parents' fear and anxiety become a special problem with which the child must grapple. "Unwise use of emotional patterns," Dr. Hohman said at a meeting of the National Society for Crippled Children and Adults, "results too frequently in training that makes for paralysis of action—and a refusal to put into work the good capacities that the handicapped child possesses."

Facts and Figures

The 76th annual meeting of the National Conference of Social Work, to be held in Cleveland June 12-18, 1949, will be presided over by Ralph H. Blanchard, executive director, Community Chests and Councils, Inc. Other officers elected for the coming year: first vice-president; Martha M. Eliot, M.D., associate chief, U. S. Children's Bureau; second vice-president: Loula Dunn, commissioner, Alabama Department of Public Welfare; third vice-president: Benjamin E. Youngdahl, dean, School of Social Work, Washington University, St. Louis. Executive committee members: Beth Muller, Chicago; Wilbur I. Newstetter, Pittsburgh; Howard L. Russell, Chicago; Ernest F. Witte, Berkeley, Calif.; Harriett M. Bartlett, Cambridge, Mass.; Florence R. Day, Northampton, Mass.; A. A. Heckman, St. Paul, Minn.

Nominees for the following year: president, Martha M. Eliot; first vice-president, Lester B. Granger; second vice-president, Helen Russell Wright; third vice-president, Donald S. Howard; secretary, Marion Hathway.

The Child in School

Teachers, if properly trained, can supplement the efforts of parents in encouraging emotional health in children, was the opinion of Shirley Leonard, chief psychiatric social worker, Bureau of Child Guidance, New York City Board of Education, who gave a paper before the mental health section dealing with guidance clinics under school auspices.

"School phobia" — refusal of children to attend school—seems to have increased greatly in the last two years, according to Dr. Jean A. Thompson, psychiatrist at the Bureau of Child Guidance in Brooklyn, N. Y. In general, this behavior seems to spring from a neurosis occurring "where children are overprotected and kept dependent," she told a meeting of the National Association of School Social Workers.

The need of the high school student for more and better help in preparing for his vocational life was emphasized in a meeting of the National Child Labor Committee. Robert C. Taber, director, division of pupil personnel and accounting, Board of Education, Philadelphia, said that such counseling should begin in the early grades and should have continuity to insure prospects for happier, productive living. Werner Lutz, associate district secretary, Queens District, Community Service Society of New York, illustrated with case material Mr. Taber's point that good personal adjustment and vocational adjustment are closely related.

Authority and the Adolescent

The parents' relationship with the adolescent involves acceptance of authority and the willingness to "expect something reasonable" from their adolescent offspring, offered Mazie F. Rappaport, chief of protective service, Baltimore Department of Public Welfare. "If the authority vested in parents, teachers and law enforcement officers has not been strong, warm, and effectively used," said Miss Rappaport in a meeting of the casework section, "the adolescent is likely to move into asocial behavior by defying authority. . . . Adolescents need fathers and mothers who accept their authority, not parents who act as pals and companions."

The needs of unmarried parents and their children were discussed by Elise de la Fontaine, district secretary, Yorkville, Community Service Society of New York, through an account of experience with one group of over 200 clients, eighteen years and over. The fact that all of these women came from middle or upper class homes, with no economic problems and generally good relationships to parents, putative fathers, and others, poses a new kind of problem, said Miss de la Fontaine. Speaking at a meeting of the Committee on Services to Unmarried Parents, she asked: "May it be that this breakdown in our socially adequate women reflects the general insecurity of a too rapidly shifting cultural scene, their pregnancy a reach-

ing out for some security, some fulfillment while there is time . . .?"

Adjustment in the Group

In our culture, one of the tests of an adequately healthy adjustment lies in the quality of our relationships with people and groups outside the home. Thus, said S. R. Slavson, director of group therapy, Jewish Board of Guardians, New York City, in an address to the groupwork section, the aim of a good total education is to make experiences with people health-producing and strengthening. "Present day schools are by and large repressive and do not conform with the laws of mental health," he said. But against a grim picture of contemporary schooling, Mr. Slavson feels that "the groupworker stands out as a ray of hope." Being free of the restrictions and requirements which prevail in schools, he can provide "opportunities for creative expression in program activities and in free social intercourse." The major need of the child, which groupworkers recognize, is growth, not learning.

Groupwork programs will not begin to get full returns on their "investments" until more understanding attention is given the individual in the group, was the contention of Rudolph J. Wittenberg, director, Neighborhood Center for Block Organization, Union Settlement Association, New York City. In a meeting of the groupwork section this speaker proposed that agencies begin "to select the people who can use our services and match them with the kind of workers we need to serve them," and that community support of the individualized group program be enlisted.

Resistance to group participation was discussed by Hazel Osborn, supervisor, student training division, Bronx House, New York City. "The fact that people come to our agencies voluntarily does not mean that they wholly want to come," Miss Osborn told a meeting of the groupwork section. Proposing that perhaps resistance is generic to life, she pointed out factors such as differences in attitudes about the agency, the building, procedures, fees, and change of leadership which affect participation.

In commenting on Miss Osborn's paper, Harriet Young, executive, Five Towns Community Center, Long Island, N. Y., said that whenever members are recipients of services, which they do not entirely finance or control, it is safe to say that some negative feelings will be present.

Experimentation in meeting special needs of children through group living was discussed in a meeting of the section on child care by Audre T. Delany, executive director, Riverdale Children's Association, New York City; Dorothy C. Melby, division supervisor, Children's Services, Baltimore Department of Public Welfare; and Winifred Walsh, executive secretary, the Mary Bartelme Club, Chicago. The use of small group foster homes for children who are not suited for the usual foster home or institutional care, said Miss Delany, has made it possible for children to work out their individual problems, while achieving wider social relationships.

Mrs. Melby described the work at Cylburn, a small institution, established five years ago as a shelter home, and providing at present group experience for selected children. One of the major problems in such a project, she pointed out, is in achieving "a framework of organization within which a child may have only that freedom which he can use with profit." The small residence unit, reported Miss Walsh, gives the opportunity for some of the homelike atmosphere of a family which is desirable in the treatment of emotionally disturbed girls. Like Miss Delany and Mrs. Melby, she stressed the advantages of encouraging normal participation in community activities.

In the effort to overcome what Sanford Bates, commissioner of New Jersey's Department of Institutions and Agencies, called "the bland way in which society punishes those who are reacting to society's own faulty structure," in his remarks as chairman of a meeting of the section on delinquency, a reeducative group environment was proposed by Mr. Slavson.

Speaking on the same program, Dr. Kenneth L. Wollan, director, Connecticut Junior Republic, said that if the corrective institution is organized for planned group living rather than custodial or punitive care, it can be a fruitful means of treating delinquency. Mr. Wollan emphasized the importance of opportunity for free group discussion of emotional problems.

That such enlightened measures are definitely the exception, was the testimony of Edwin J. Lukas, executive director, Society for the Prevention of Crime, and Walter C. Reckless, professor at Ohio State University's School of Social Administration. At the opening session of the section on delinquency, they presented a highly critical analysis of the nation's penological methods, which are tolerated by a public "whose dominant attitude is punishment for its own sake."

Dr. Lukas' recommendation is to "eliminate politics from parole, rid the penal and correctional system of corruption and train adequate personnel," so that indeterminate sentences, necessary for social adjustment, might safely be given.

Dr. Reckless urged that correctional institutions give social reeducation priority over academic and vocational training, in order to get at destructive antisocial attitudes, and described successful experimentation with Slavson's theories of group therapy in a correctional setting.

The advantages of group living and recreation for the aged were stressed at several points in considerations of the problems facing this group. Some slight advance in housing provisions by private institutions for old people has been made in recent years, Ruth Hill, director, Old Age Project, Hartford (Conn.) Family Society told an audience at a meeting of the section on the aged. Group living arrangements, she called "a new crucible for blending the elements of initiative, judgment and experience of our older people in a way that will be useful to society."

Oskar Schulze, former director of recreation for older people at Cleveland's Benjamin Rose Institute, testified at a meeting of the mental health section that through a social and recreational program carefully geared to the cultural and educational background of the group and emphasizing personal recognition plus interest in community and national affairs, educational and social benefits can accrue for elderly people.

Displaced Persons

The special adjustment problem of the displaced person in this country was discussed in a meeting of the casework section by Fred Berl, case consultant, United Service for New Americans. Mr. Berl said that on the whole, the clients with whom his organization has had experience, have not succumbed to the social pathology which found expression in the concentration camp. However, he said, though we might expect to find either a broken remnant of humanity or a person so strong he does not need help, the truth is that he needs help in "finding a balance between his ego-strength that brought him through and the requirements of this society."

Meet the National Conference president for 1949, Ralph Harris Blanchard. Though he is well-known to most social workers as the executive director of Community Chests and Councils, Inc., one of the most responsible social work jobs in the country, his secret pride is in another, somewhat informal title bestowed by a fellow-worker when the National Health and Welfare Retirement Plan finally became a going concern.

"He called me 'Midwife to the Plan,'" Mr. Blanchard told a Survey reporter on the eve of the Atlantic City Conference, "and by golly, that's just about right. In the last two years before the plan went through, I made barrels of speeches and suffered billions of headaches. Lots of times it looked as though the whole thing would die a-borning."

He had always been embarrassed, Mr. Blanchard said, because the lack of retirement provisions made substandard employers of social work organizations.

Everyone kept hoping social security would be extended but finally, in 1943, when that day seemed further away than ever, Mr. Blanchard took the initiative in appointing a CCC committee to produce an idea. The group quickly recommended that a plan of broad scope be established for all health and welfare agencies—a plan which could supplement social security

provisions when the act was amended. A nonprofit association was formed, with a volunteer board and a small staff. Subsidized by a loan from CCC, the association started out to get the first 5,000 signers which the experts had said would be necessary to insure success for the plan.

That's where the headaches came in. Since there is an average of ten employes per social agency in the country, 500 agencies would have to come in at the start. Mr. Blanchard, Homer Wickenden, now director of the plan, and one other person stumped the country on a two-year tour of persuasion. The deadline for the 5,000 signatures was pushed up one month, two months, six months. The money ran out and CCC came up with another loan. Finally in October 1945, the campaign was over the top.

"And here's the funny thing," says Mr. Blanchard, "which I confess I still don't understand, unless you can just put it down to human nature. Once we were a going concern people poured in. Today, just two and a half years later, we have 21,500 people from 2,000 agencies, 300 cities, and 40 states." His special pride is that the plan is "appropriately social" for a social welfare program.

A native of Niagara Falls, N. Y., Mr. Blanchard became director of his home town's first chest, after a brief career in banking, with which, he confessed, he was "bored stiff," finding volunteer work with community welfare agencies had "more of a bang." His first chest campaign soon led into efforts to help improve agency services, and ever since those days his philosophy has been: "Be a social worker first, a specialist second."

Chest-givers sometimes complain that there doesn't seem to be a ceiling on giving anymore, but "the truth is," says Mr. Blanchard, "that there just is not a ceiling, for social work will keep on growing as people's idea of what's decent grows." All in all, the new Conference president is glad to be part of the effort to keep that idea growing!

From Irene Smith, Slavic secretary, International Institute, Providence, (R. I.,) came a particularly warm, human plea for Americans to understand "the struggle from slavery to the point of daring to take fresh hold on life again." Speaking at a meeting of the American Federation of International Institutes, Miss Smith said that new immigrants are "different perhaps in social customs and languages, but not in human needs."

"The American people," she said, "have to realize their own good fortune and not expect too much gratitude from these people."

Helpfulness of community agencies in advance and on arrival of displaced persons will in large measure determine the speed of adjustment, said Ugo A. Carusi of the State Department. Speaking at a meeting of the National Council on Naturalization and Citizenship, Mr. Carusi discussed plans to go into effect when DP legislation passes. To avoid further overcrowding in metropolitan areas, there will be no reception centers in this country, but "direct-to-destination" travel. Effort will be made to keep families together to avoid strain of further separation.

The Community Pattern

The concept of community planning for a framework within which the many programs of social adjustment may be integrated emerged in a number of meetings. Pleas for more integration and less patchwork in the social work pattern came from two speakers. In a session of the community organization section, Irving Abramson, CIO Community Services Committee, said that the highest expression of democracy would come when voluntary social agencies integrate their work with governmental services. And in a meeting of the section on administration, Frank T. Greving, director of New York City's Veterans Service Center, decried the fact that "we have . . . put something like 90 percent of our effort into maintaining our own individual agency and perhaps 10 percent into community organization."

Special consideration was given in a joint meeting of the sections on community organization, health and the aged, to planning for the chronically ill. Dr. Milton Terris, secretary, Joint Committee on Chronic Disease, Dr. John Bourke, director, New York State Joint Hospital and Planning Commission, and Edna Nicholson, director of Chicago's Central Service for the Chronically Ill, gave papers from the point of view of national, state, and local planning, respectively. Dr. Terris said the joint committee was studying state and community reports on various aspects of the total planning problem in this area. Dr. Bourke described the process by which the New York State Health Preparedness Commission, in its lifetime from 1938 to 1947, developed plans for a long range health program for the state.

He mentioned particularly the benefits coming out of "diverse participation" in formulating the plans.

In a series of meetings preceding the conference, the Community Chests and Councils addressed itself to "the essential oneness of the job of planning and financing health and welfare services in the community." Laymen and professionals shared the platform for two days of general sessions, tackling the theme of "oneness" from the viewpoint of the same person as giver and receiver, the mutual job of the chest and the council, the sameness of purpose of national and local agencies.

The Public Welfare

There was no pussy-footing at this conference as to the right of our citizens to be protected against the vagaries of our economy, though there was much discussion about current efforts in this direction and many suggestions as to how these could be improved.

The fact that social work's eagerness to see these rights protected is not shared by all Americans was stated bluntly by Henry A. Wallace, 1948 Presidential candidate. Addressing a meeting sponsored by the Joint Committee of Trade Unions for Social Work, Mr. Wallace said that social workers were being penalized today for serving the common welfare, because of policies of "building a national security program in guns, mortars, bombs, and planes rather than in strong bodies, good minds and a healthful existence." The social worker's philosophy of service, he said, "is dangerous to certain special interests," a factor which influences our present foreign policy. Mr. Wallace called on America to "get on the side of the people [and] . . . substitute tractors for tanks, and scientists and social workers for generals and striped pants diplomats."

Discussion of some broad economic and social measures also was brought to the conference in the opening session of the section on industrial and economic problems. Here Ewan Clague, commissioner of the Bureau of Labor Statistics, predicted that if employment as a whole does not rise during the next four months, it is an indication that the edge of our prosperity is wearing off; and Leon Keyserling, vice chairman of the Council of Economic Advisers to the President, said that only deliberate planning will solve the conflict between the desire for increased income on the part of owners of capital and the necessity for equitable distribution of income to insure purchasing power for those who produce our goods. Since a drain-off of money and a limit on purchasing power can only mean another depression, he submitted that it becomes not only an economic but a moral question.

In another session of the same section, devoted to labor relations, management was represented by Dwight S. Sargent, personnel director, Consolidated Edison Company of New York, who said that until recently, "there was nothing management could do but assume a defensive position and attempt to delay the complete collectivization of our economy." The Taft-Hartley law, he asserted, restores some semblance of balance between the rights of management and labor. It is Mr. Sargent's belief that in the American economy "the workman of today is the 'boss' of tomorrow," and thus "present-day management will do well to so conduct its relationships with labor that the competence of our future management may be assured."

On the same platform with Mr. Sargent was Emil Rieve, general president of the Textile Workers of America, who told the audience that monopoly is stronger in America today than ever before, and that "free enterprise" as we know it has little to do with freedom. As evidence of the lack of free economy, he pointed to "the disappearance of price competition from the American scene." The textile industry, he asserted, "was the last big patch of 'free-enterprise' jungle to be cleared by the price-fixers. When supply catches up with demand we will see shutdowns, layoffs and part time operations instead of lower prices. When there is no real shortage, industry will create one."

Sounder Remedies

Underneath this struggle between the ideas of "free enterprise" and "controlled economy," what are the bread-and-butter facts about people? According to Reverend George G. Higgins, assistant director, social action department, National Catholic Welfare Conference, who addressed another meeting of this section, "hundreds of thousands of American workers are not receiving a living wage." Father Higgins advocates adoption of the annual wage, the family allowance system, and extension of social security.

Eveline Burns, social economist and faculty member at the New York School of Social Work, speaking at a meeting of the section on the aged regarding the economic implications of an aging population, urged abolishment of the present system of old age assistance for persons not provided for by social insurance, to be replaced by a non-contributory old age pension.

The cost to the nation of dependency and ill health because of failure to provide a decent living is greater than the original investment would have been, Val Keating, regional representative, Bureau of Public Assistance, Social Security Administration, told conferees in a meeting of the section on public welfare. A basic question, he said, is whether public assistance is the proper way in which to supply deficiencies of law, economic and social practice and human justice.

This same thought was in the mind of William P. Sailor, executive director, Philadelphia County Board of Assistance, who spoke at a meeting of the National Publicity Council for Health and Welfare Services. "We in public assistance feel," he said, "that though too many people are dependent on it today, the answer does not lie in denying or reducing assistance where it is needed, but rather that we are paying for our failure to act" in the direction of extending insurances. Contrasting the 1,000,000 unemployment compensation claims paid weekly, plus the 1,800,000 old age and survivors beneficiaries with 4,000,000 assistance recipients, he said, "It is time for us to state unequivocally that assistance as a way of life for over 4,000,000 of our fellow citizens is incompatible with our concept of human rights."

Few people in the United States are better able to assess the public welfare program in historical perspective than Edith Abbott, dean emeritus and professor of public welfare at University of Chicago's School of Social Service Administration. Speaking before a large and enthusiastic audience at the opening session of the section on public welfare, Miss Abbott traced the history of public welfare and stated that two evils threaten the movement today: "patronage spoils system," which she called "a great sieve through which tax money sifts away," and "subsidy system to private agencies," which "have delayed development of the public welfare system's institutions and services." She urged abolishment of "all remnants of poor laws and any-

thing based on a means test," and looked favorably upon the family allowance system. "If poor old England can do it," she said, "why can't we?"

Commenting on the fact that people everywhere now are "looking for an undiscovered country—the world of peace," she assigned all social workers the simple yet enormously complicated task of doing "everything they can in their everyday work to bring about peace and justice for everyone."

Public Assistance Challenged

Current attacks on public assistance were discussed by Donald S. Howard, director, department of social work administration, Russell Sage Foundation, in a meeting sponsored by the Joint Committee of Trade Unions in Social Work. Reviewing the most frequent complaints against the program ("people are kept on the rolls an unnecessarily long time," "Washington and the states dictate," "public assistance weakens people," "payments are too high," "administration is inefficient") Mr. Howard said that where the charges are valid, we need to correct them; where they are false, we need to interpret.

That recipients of financial assistance may be either weakened or strengthened according to the method used in administering assistance, was the thesis of Luna B. Brown, assistant professor, Graduate School of Social Work, University of Washington, Seattle. Pointing out that financial assistance may be an essential stabilizing factor in a problem situation, Mrs. Brown said: "As in all social services, financial assistance must be given in such a way as to maintain the dignity and respect of the individual, with freedom to make his own decisions and plan his own way of life."

Concomitant with the right to public assistance of the person in need is his right to challenge the decision of the agency administering it, said Evangeline Lane, chairman of the appeal board of the Texas State Department of Public Welfare. Speaking in the group meeting of the public welfare section which was devoted to fair hearings, Miss Lane said that the right of appeal had become "a normal administrative tool for safeguarding the rights of the individual."

Private Agency Support

Those public welfare objectives "which are basically essential to true family security and to which we as a field should actively commit ourselves," were outlined at a meeting of the Family Service Association of America by Frank J. Hertel, general director of the organization. Mr. Hertel's list included increase and extension of benefits of OASI, liberalizing of unemployment insurance payments, and changes in the Social Security Act to provide for general assistance, medical care for illness due to incapacity of wage earner, and special aid to low income states.

Until some of these objectives are attained, the private family agency may continue to face a dilemma described by Marguerite Meyer, case consultant, Family Society of Greater Boston, in a paper given at another meeting of the association. This involves, on the one hand, the attempt "to strengthen and bolster public welfare so that the majority of people will benefit," and on the other, "knowing at first hand the client who is suffering privation due to the current condition of this same program."

In a thoughtful analysis of the relief-giving function of the private agency, she said, "We have come more and more to see that it is with the rights of people who are in trouble that we are dealing." Administration of relief is "a highly skilled and vitally important job," she testified, "requiring not only enlightened legislation but the dynamic support of public opinion." The private agency must continue to "foster good public welfare until the amounts of money given are adequate and the administration of it is done by trained social workers."

Health of the People

There is no argument about government-financed medical care, Dr. Allan M. Butler, professor of pediatrics, Harvard Medical School, and chief, Children's Medical Services, Massachusetts General Hospital, told conferees. Speaking before a meeting of the health section, he said that the increase in cost of medical care has forced us to use both private charity and government-financed services for several years. The question now, he added, is, shall we have a broad clearly defined policy for adequate financing of medical education, research, and care, or "ill-defined expediency." The medical profession's discouragement of divergent opinion on the former he termed "unfortunate."

In another meeting of this section, Dr. Dean A. Clark, medical director, Health Insurance Plan of Greater New York, described this plan which now covers 20,000 persons including all city employes. Annual cost for the individual is $41, of which the employer pays half. Patients choose their own family physicians from the medical group in their own geographical section—there are now twenty-five groups with 650 doctors in the plan. Dr. Clark said plans ahead were to expand a preventive program and experiment with inclusion of psychiatric care.

Sixty-two percent of the $2,000,000 budgeted by forty-four states with money made available under the National Mental Health Act, is to be used for clinic activities, was the report of Dr. James V. Lowry, medical chief, community services section, USPHS. At a meeting of the mental health section, Dr. Lowry said that twenty-two of these states had had no prior mental health program. Since the program went into effect, July 1, 1947, great effort has been put into increasing training facilities and the number of people entering this field, because of the current acute shortage of psychiatrists and psychiatric social workers.

Social Work Around the World

This year the proximity of the International Conference of Social Work gave the conference an opportunity to raise its sights and take a view of social work around the world. And in addition to the unprecedented opportunity to draw its participants from all parts of the globe, there was evidence of a deepening sense of awareness that social welfare is, after all, all of a piece—that what happens to people in Europe or the Far East, or anywhere perhaps, will eventually affect the people here at home.

This was the message of Arthur J. Altmeyer, Commissioner for Social Security, Federal Security Agency, at a general session in which he spoke on the interrelationship of social work and broad social and economic measures. Maintaining that the European Recovery Program rightly emphasizes economic recovery, he asserted that it was necessary, nevertheless, for consumer goods to be distributed in such a way as to create incentives and to promote the physical vigor of the people. Here is where social workers can help, he said, for they are "familiar with all the techniques involved in de-

Drawings for The Survey by Bruno

International and National presiding officers: René Sand and Leonard Mayo

termining human need, the problems of large scale distribution, and the effective use of community facilities."

"It is difficult for persons who are not concerned with social action to appreciate the great gap that exists between social purpose, whether expressed in law or some other formal document, and social results as expressed in terms of the happiness of individual human beings," Mr. Altmeyer said. "It is that great gap which social workers must fill."

A glimpse of what is happening to displaced persons in countries of resettlement was afforded at a panel meeting of the American Federation of International Institutes in which social workers from France, Venezuela, Chile, and Canada explained about plans for resettling displaced persons in their countries. Ilsa Jaffe told of Venezuela's Immigration and Colonization Service which includes a social service department to help individual immigrants with problems of assimilation. Mlle. M. Trillat said that the "social comprehension of the French authorities is better than it was when France first began to bring in workers from the DP camps." Foreign workers have the same rights as French workers, she explained, including social security, health and social services, and family allowances. Margaret Robinson pointed out that except for minor relatives of Canadian citizens, the only DP's to come to Canada have been brought in as labor groups without their families. In Chile, said Maria E. Huneeus, resettlement plans are in a nebulous state, and no DP's have as yet arrived.

Striking at the heart of many social problems, Frank Lorimer of Washington, D. C., told a meeting of the Planned Parenthood Federation that in thirty countries—with a total population of 1,040,000,000—most of the inhabitants live on a bare subsistence basis. Any real progress in raising levels of living in these countries, he said, will require "long-continued and consistent cooperation by other nations," involving "intensive, scientific research on relevant social and psychological factors and on new techniques for the effective control of fertility."

Specific welfare programs in other countries were described in several meetings of the conference sections. In a meeting of the casework section, Indira Renu of India said that measures for raising standards of living and education must underly all other welfare programs in that country. She expressed hope, however, that these will be accompanied by measures for individualized treatment such as are provided by Bombay's juvenile court and also in its child guidance clinic.

Gertrudis Cabanyon of the Philippines, said that the war and the Japanese occupation had resulted in an aftermath of increased juvenile delinquency. The government and voluntary agencies are trying to gear their efforts to an integrated program for youth, she asserted, but there is much to be done.

Janina Sucholdolska of Poland told of mental hygiene clinics, recreation programs, and a special government committee for the prevention of delinquency, in her country. But "unless environmental conditions are changed," she maintained, "no social work will help."

At a meeting of the section on delinquency, Benedict S. Alper of the United Nations secretariat traced developments in various parts of the world which have contributed to the development of treatment of juvenile offenders: England's Borstal system, the American juvenile courts, Scandinavian child guardianship councils, the Soviet Union's retraining colonies, Italy's children's villages, the Latin American clinical studies, Belgium's observation centers, South Africa's open institutions. If we are to widen our knowledge and improve our procedures still further, he said, there must be more exchange of experiences, and he pointed out that the machinery for such exchange has been established by the Social Commission of the United Nations.

Representatives from Denmark and Great Britain spoke in a meeting of the public welfare section. In Denmark, said Henning Friis, private philanthropy does not have the important role it has in the United States, although some subsidies are important. He told about the government's programs of maternal and child welfare, unemployment insurance and old age pensions, and the government-backed, voluntarily operated health insurance which covers about 75 percent of the population. Richard Clements of England described the present status of Great Britain's social insurance and health insurance programs.

Other British experiments came to the attention of the social action section, when B. E. Astbury of London told of the establishment of Legal Advice Centers during the war to help citizens know their legal rights in regard to many wartime problems.

At the annual meeting of the American Red Cross held in conjunction

with the conference, Henrik W. Beer of Sweden told of plans for the Seventeenth International Red Cross Conference in Stockholm next summer. On the agenda will be revision of the Geneva conventions for the protection of the sick and wounded and prisoners of war as well as the development of a new convention on the rights of civilian populations in wartime.

"Constructive Civic Action"

There is only one way for us to win our way to national mental health, Dr. Schreiber had told his audience. "Without integrity and courage the battle is lost," he said, "and though it may not make us popular to cry out against the injustices which . . . undermine mental health, we cannot escape reality. A conscience does exist." An imperative assignment for each person, declared the psychiatrist, is to try to gain deeper understanding of men and their environment, and to initiate "a communitywide education program to create an informed and active citizenry." From his experience, group discussion is "a necessary preliminary to constructive civic action."

"Citizens, including social workers, must be jarred from the rut of apathy and indifference in which so many of them have been traveling," declared Mrs. Victor Shaw of Fairmont, West Virginia, chairman, advisory committee on citizen participation, a joint committee of Community Chests and Councils, Inc., and the National Social Welfare Assembly. Calling on citizens to assume "a Bill of Duties as a correlative part of the Bill of Rights," Mrs. Shaw urged in a meeting of the community organization section, education for citizenship as part of our educational system, a broader base for recruiting lay leadership, acceptance on the part of agencies and professional staff of citizen-volunteers, and recognition by councils of social agencies and other planning groups that "widespread citizen participation is a backlog of support for achievement of any community welfare program."

"*You* cannot do much, and *they* won't do much," Mrs. Shaw told her audience, "but *we* gathering strength from all who join us in a great conviction, can move mountains!"

Support for Mrs. Shaw's thesis came from Douglas H. McNeil, director, division of community services for delinquency prevention, New Jersey Department of Institutions and Agencies, in a paper given before the delinquency section. "The real job of delinquency prevention can only be done in the community by the people themselves," he said, in describing the work of his organization with civic bodies and local groups to establish municipal youth guidance councils.

Training citizen leaders for community volunteer service was the subject of a panel discussion sponsored by the advisory committee on citizen participation, together with the American Red Cross and the Association of Junior Leagues of America. Volunteer training should not mean "a watered down version of a social work training course," said Mr. Lindeman, the discussion leader and, indeed, the basic philosophy motivating this session seemed to be that learning came one part by *information* and two parts by *doing*. Training for board membership was featured by a mock board member institute, with members of twenty national health, welfare, and labor organizations taking part.

Board membership was also featured in one session of the Child Welfare League, whose meetings this year reflected an emphasis on public understanding and citizen support for child welfare. And in the meetings of the National Federation of Settlements, board responsibilities were stressed.

Social Work and the Public

Currently emerging concepts of the role of family life education in the family service agency program were discussed by Mr. Hertel in his opening address to the FSAA. It is thought variously to be: a process to help people recognize symptoms of trouble; an obligation for sharing knowledge about human behavior with the community; a process to help families organize themselves around improving community facilities and thus contributing to better family life; and a process involving group counseling and guidance. However these concepts become clarified, he felt, there is urgent necessity for the family service movement to help prevent and treat marriage problems.

Puzzle: Find the senior conferees

What is the crux of the perennial public relations problem of social workers and social work? According to Sallie Bright, National Publicity Council director, since there have been no national studies, we only know that the public has a fuzzy idea about us. Mrs. Bright posed the question as to whether, since social work is made up of knowledge borrowed from other professions, synthesis alone is the unique contribution of social work or has something new been added? If so, "the something new" is what needs to be clarified in the public mind. Mrs. Bright put in a plea for social workers to "forsake their precious anonymity" and take their place effectively and vocally.

Public relations from the point of view of the mental hygiene educator were discussed at the dinner meeting of the AAPSW by Dr. George H. Preston, Baltimore's commissioner of mental hygiene, and Albert Deutsch, PM columnist. Dr. Preston said that basic requirements were simplicity, honesty, and a systematic attack. Acknowledging the realistic need for setting priorities, he put prevention at the top of the list. "We must use all our resources to make our body of knowledge as common as the need for toothbrushes," he said.

Mr. Deutsch contended that "the best basis of public relations is enlightened conduct." Analyzing the use of mass media, he concluded, "Tell the people the truth so they can understand it, and the problem of public relations will resolve itself."

Social Action

Marshaling public support for social legislation is inseparable from the total social work job, conferees were told by David Bouterse, executive director, Ohio Welfare Council. And the declaration that "no council of social agencies can rightly claim to represent the best interests of all the people if it confines its operations to minor adjustments within the narrow limits of the *status quo*," came from Isabel Kennedy, executive secretary of Pittsburgh's Federation of Social Agencies. Opening the discussion of a community organization group, she pointed

out that there is "never a vacuum in the political scene" and if social agencies do not take their places, others "often less trustworthy and with special and selfish objectives" will do so. She urged councils to "overcome squeamishness" and develop courage to push into areas of controversy, using every means available to inform the public and influence legislators.

Is it up to the adult community to fight alone for the better world? Our youth not only want social, economic, and political democracy but they want to be part of the effort to win these things, a groupwork section audience was told by Bernice Bridges, director of the National Social Welfare Assembly's youth division, and The Reverend Charles E. Bermingham, associate director, Catholic Charities, Diocese of Brooklyn (N.Y.).

Action on specific questions was taken by several of the professional groups in their annual meetings. The AASW Delegate Conference adopted a series of resolutions dealing with international social welfare programs, social security and health insurance legislation, housing and civil rights. The American Association of Group Workers, on the recommendation of its committee on social action, voted a program of social education and action on extension of social security benefits, measures to control inflation, civil rights for all people, low rent housing, and the establishment of "a permanent recreation service in the federal government to assist states in the development and strengthening of community recreation programs."

The National Federation of Settlements passed resolutions which called for withdrawal of our military forces from China without delay, and cessation of "all financial aid for military and economic purposes, excepting . . . necessary grants . . . for relief of hunger and distress"; urged that "the embargo against importation of arms to Palestine be lifted by our government and that the United States recognize the new government of Palestine"; supported extension of social insurance and liberalizing of benefits; urged their members to bring pressure to bear in removing heavy federal taxes from oleomargarine; reaffirmed support of S.1390, Labor Extension Bill; commended Tighe Wood, National Housing Expediter, "for his efforts to secure representative and active local rent control boards"; urged that Congress appropriate sufficient money for the re-establishment of the project services section of the National Housing Authority; reaffirmed "strong" support of S.866, Taft-Ellender-Wagner National Housing Commission Bill; reaffirmed previous resolutions regarding the "obligation upon the United States to do its reasonable share on behalf of displaced persons," and urged member houses to cooperate fully with local committees of the Citizen's Committee on Displaced Persons."

The Poison of Prejudice

What had come out strongly in Mr. Lindeman's assessment of social work in the light of democratic principles, and what had seemed so poignant to Dr. Schreiber in the way our society tugged away from mental health moorings was the way in which prejudice and its attendant evil—discrimination—were influencing our national life. The twin attempt to study this phenomenon and to legislate against it, was reflected in many conference sessions.

Two studies of the anti-Semitic personality were reported, one by Dr. Ginsburg in his address at the opening session of the mental hygiene section and the other by Dr. Marie Jahoda, of the American Jewish Committee's department of scientific research, in a later group meeting of the same section. Dr. Ginsburg described the Sanford and Brunswick study done with 216 college women at the University of California, which, he said, supports the theory that anti-Semitism is part of a false personality integration where basic impulses are repressed in order to "achieve harmony with parents, parental images, and society as a whole." Dr. Jahoda described a study done under the auspices of her department, which concluded that anti-Semitism was part of a defense mechanism against anxiety and incapacity for human relations with individuals and groups.

In a meeting of the Church Conference of Social Work, Reverend James Robinson of New York City's Church of the Master, urged that we publicize the ways in which small groups are breaking down the barriers in race relations. He believed this might work toward creating an attitude which encourages experiment in this area because it is based on an assumption that progress can be made.

The experience of serving on the President's Commission on Civil Rights, "the best example of teamwork any organization has had," was described by Boris Shiskin, AFL economist, in a paper given before the section on methods of social action. He himself had evidence of great contradictory reactions about the commission's work from the public—ranging from threats to his life, to invitations to speak on civil rights. Though he believes in the urgent necessity of a fair employment practices law, he told conferees that this was not the full answer to discrimination for "the community must realize what it is doing to itself."

Professional Concerns

Outstanding among a sheaf of papers on matters of special professional significance was one by Grace Marcus, given at a meeting of the FSAA, which cast further light on the differences between the functional and diagnostic approaches to social casework. Though the differences are significant, they have, at root, "a binding, and if you like, tormenting professional kinship in purposes, values, and the fundamental ingredients of understanding and skill," avowed Miss Marcus.

The fact that Rankian and Freudian theory, from which these casework approaches stem, have come closer in the past twenty-five years, does not solve the casework problem since "the main cause of difference has been a different approach to the problem of application." The theory borrowed from other professions should be applied, according to the functional approach, in "finding an independent way of dealing with casework responsibilities," said Miss Marcus, contrasting this philosophy with the diagnostic worker's use of psychiatric procedure and consultation with psychiatrists on diagnosis and treatment. She described differences in concept of social maladjustment which result in differing ideas as to the client's assumption of responsibility for himself. In sharp contrast to the "broadly receptive" policy of the intake agency, the functional agency sets specific limits which establish "the dynamic in which a helping process may develop."

The challenge of the differences in these schools of thought, said Miss Marcus, brings up the question of "whether or not we are willing to risk

(Continued on page 171)

WASHINGTON BYWAYS

ONE ASPECT OF GOVERNMENT that the public generally fails to appreciate is the extent to which fundamental policy-making is involved in congressional deliberations on appropriations for existing bureaus. Except where expenditures are specified in the organic law, Congress may, by increasing or decreasing funds, substantially modify the scope and effectiveness of any legislated activity.

This presumably serves to keep the orientation of operating agencies in line with current wishes of the people as reflected in the political complexion of the Congress, but it may also permit alterations in the public policy which might not have mustered a roll-call vote if the peoples' awareness of what goes on and what is involved were focused on the issue. And public attention, concentrating on the debate about a new housing, education or civil rights bill, often neglects the more subtle changes in emphasis that result from the annual appropriations debate.

For the average citizen the issue is not only obscure but dull, as are most administrative questions, and also appears to involve bureaucratic ambitions, none of which helps to interest the social action committee of a voluntary agency remote from the Washington scene, let alone the unattached man in the street.

◆ ◆ ◆

CERTAIN FACT-FINDING, RESEARCH, and educational activities in the social welfare field have for two years now been under this kind of pressure for modification in the House Appropriations Committee.

A case in point is the Woman's Bureau, created under a Republican administration to "formulate standards and policies which shall promote the welfare of wage-earning women, improve working conditions, increase their efficiency, and advance opportunities for their beneficial employment."

Last year it was rumored that the House Subcommittee on Appropriations for FSA and the Labor Department contemplated eliminating the Women's Bureau appropriation altogether. Though Representative Keefe, the subcommittee chairman, later denied this, the eventual approval of the Bureau's funds may not be unrelated to a deluge of public protest which intervened. This year the subcommittee recommended, and the House has approved, elimination of the entire $61,800 item for the Bureau's field service. While it appears that the Senate may partially restore the item before this gets into print, the story is nevertheless worth recounting.

◆ ◆ ◆

OVER HALF OF OUR WOMEN population of working age is now in the labor force. The 17,000,000 employed women comprise 28 percent of all workers, far exceeding the anticipation of employment experts. It seems evident that the economy of the country needs these women, who have followed the work once done at home into the factories and offices. The available facts on dependents and obligations of employed women appear to bear out the contention that they need to work.

All the ramifications of assimilating women workers into the labor force are the concern of the Women's Bureau, which is the reservoir of the country's total experience in meeting these problems. Its services are available to employes, to employers of women workers, to community agencies affected by the pattern of woman employment, and to state and local bodies which must deal legislatively with the situations created by this trend.

The regional offices, located in New York, Boston, Philadelphia, Chicago, St. Louis, and San Francisco, are not enforcement agencies. They are observation posts from which experiments can be studied, and counseling posts wherein information and experience can be translated into useful advice in terms of specific local circumstances. The funds requested this year include the proposed establishment of an additional office in Atlanta, Georgia. Woman-employment in the southeastern area increased from 1,800,000 in the year 1940 to 2,333,300 in the postwar year of 1946.

In the industrial centers of Atlanta, Memphis, Birmingham, and Norfolk the increase has been 20 percent, 30 percent, 35 percent, and 54 percent respectively. It would seem logical to try to bypass some of the pitfalls of industrialization by making available to this southern region, now, the hindsight of older industrial areas of the country.

The budget of this Bureau, except for in-grade salary increases, is not much larger than before the war, despite the increase in woman-worker population, so a cut in funds cannot be justified in terms of paring back war-swollen government operations.

◆ ◆ ◆

THE WOMEN'S BUREAU IS ONE of a group of government services which seeks through information, education and understanding, to narrow down the area of conflict in our economic life. These services pre-date the New Deal and differ fundamentally from New Deal attempts to formulate institutions operating within the area of conflict, such as the NLRB, or to define its boundaries, such as the Fair Labor Standards Act, or to insure against its risks, such as Social Security.

The Women's Bureau is symbolic of an approach to social and economic problems which made its way into our government philosophy around the time of the first world war, and which by reason of long acceptance may be neither stylish nor spectacular enough to command great public attention today. If this basic approach is what Congress is questioning, the mechanics by which it is being done are certainly not calculated to throw the question into the public spotlight.

To state these facts is not to argue that the Women's Bureau or any of these services are sacrosanct, or that the vigor and effectiveness of their methods could not be improved. That is very different, however, from nibbling away at the basic purpose, which would seem to be the House's intention in making what is, after all, a very minor economy.

Nora Piore

EPITOMES

JOURNAL OF
Social Casework
Formerly THE FAMILY

The Patient Faces Epilepsy

Ruth Gerofski

With improved drug therapy, less attention is focused upon the isolation of the epileptic in institutions and more upon the community adjustment which is becoming possible for increasing numbers of patients. Upon the medical social worker, in collaboration with the doctor, falls much of the responsibility for this total adjustment.

The first obstacle [in treatment] is the nature of the attack in relation to the complete disorganization of the individual during the seizure.

Second, is the public spectacle the individual becomes if the attack is severe enough to be observed.

Third, is the unpredictableness of the attack. Fortunate are those patients whose attacks are nocturnal. Even another part of the day, if there is regularity about the timing, is preferable to patients whose attacks may occur at any time, often without warning.

Fourth, are the dependent attitudes created in patients, sometimes on a realistic basis. Where seizure control is poor or only fair, patients do not go out unaccompanied. It is common to find grown men and women followed about by aged parents.

Fifth, is the social stigma. This stigma unfortunately may prevent people from taking advantage of means for improving their situations, both medically and in social adjustment.

Social care of the patient must encompass the concept that epilepsy does not affect all people in the same way. In addition to medical data, all the differentiating factors that go to make up an individual must be analyzed: age, sex, marital status, age at onset of illness, religion, race, intellectual capacity, education, special skills, hobbies, attitudes, family relationships.

There must be opportunity for extensive study of all facets of the problem, followed by a planned program of social therapy in collaboration with existing community resources. Psychiatric services, when indicated, whether for consultation or intensive treatment, should be provided.

The elimination of common prejudices and superstitions may help patients face their illness as they would any other chronic illness, without feelings of guilt and shame now so often present. New horizons of hope lie ahead, as we work to fill in a mosaic of which the pattern is still incomplete.—*Journal of Social Casework, May.*

AMERICAN JOURNAL OF
PUBLIC HEALTH
and THE NATION'S HEALTH

General Reactions of Mothers and Nurses to Rooming-in

Edith B. Jackson, M.D.

Rooming-in is the term used for the hospital arrangement whereby a mother may have her baby in a crib beside her bed. This paper summarizes the general reactions of mothers and nurses to rooming-in as carried on during the past eleven months on the maternity ward of the Grace-New Haven Hospital. The Rooming-in Unit is housed in the maternity ward solarium which has been partitioned off into a four-bed, semi-private ward with attached four cubicle nursery and doctors' and nurses' offices. The baby's crib is usually by the mother's bedside but may be moved to the nursery at the end of the room.

The unit was planned to have constant nursing coverage through rotation of student nurses in groups of three for round-the-clock service for two-week periods. Each nurse is able to take care of several mothers and babies throughout the lying-in period and the mothers have the same set of nurses caring for them throughout their hospital stay.

The enthusiastic response of the mothers has continued month after month. They liked to watch the baby, his facial expression, his smiles, his movements. They did not worry about what was happening to him as all multiparous mothers said they did when their former babies were in the ward nursery. They learned much in the care of the baby by watching the nurse during the first few days of the hospital period. Many commented after they had gone home that the transition from the hospital to home was easy. Visiting nurses have noticed that the rooming-in mothers are more ready to dispense with their services than mothers who have not become acquainted with their babies in the hospital.

The first group of student nurses assigned to the unit [said] at the end of their two-week assignment: "We know the mothers like rooming-in. We thought you would like to know the nurses like it too, and when we have babies this is the way we would like to have them."

It is too early to evaluate any long range effects. Rooming-in is clearly indicated for the normal healthy mother who wants it as an aid in giving the baby a good start. [It] is not applicable to all mothers, and should not be imposed on any mother who is hesitant or unwilling.—*American Journal of Public Health, May.*

RECREATION

Everybody Dances

Irving Spergel

Folk dancing is the spirit of democracy set to music and bodily movement. It is a microcosm of a democratic society—which can exist only as its people live in harmony and understanding with each other.

At the folk dance there is no problem of race discrimination or group hatred. There is friendly accord as everyone participates on equal terms in the swiftness and exuberance of the dance. But it is even more than this. In each dance it is as if every person is made to feel the very character and spirit of the nationality or people from which the dance has sprung. To dance the dances of other nations is to know and accept these other peoples as equal fellow humans.

False ideas and warped emotions, products of years of narrow community influence, are changed in the swift passing of a three-hour session.

Folk dancing is as old as the folkways from which it springs. In America we have Indian, cowboy, and square dances. The square dance springs from a conglomeration of European folk dances. At first each group restricted its folk dancing to a particular national or sectional variety. It is only recently that successful efforts have been made to introduce the dances of other lands to all groups.

It was not until the folk dancing sessions at the New York World's Fair in 1939 that the popularity of folk dancing was acknowledged. Primarily responsible was Michael Herman who, during the war, led the folk dancing affairs at Camp Upton. In 1940 he and his wife established the New York Community Folk Dance Center in Manhattan. Folk dancing groups are found in at least twenty-four states throughout the country. There are more than 60,000 men and women enrolled as members of folk dance societies.—*Recreation, May.*

PUBLIC WELFARE

Promoting Good Public Relations

Thomas H. Daniel

Any agency engaged in public administration depends for its best success, if not for its very existence, upon adequate public understanding and acceptance of its program. It is also true, unfortunately, that inefficient performance may, at least for a time, be concealed from the public through the shrewd use of available avenues of publicity. But such an informational policy merely builds a house of cards which may be swept away by even a slight current of fresh and healthy public opinion.

The relation between planned publicity and the attitude of the public toward the agency is largely determined not by the amount of newspaper space or radio time that the agency may be able to secure, nor even by striking headlines [but] by the quality of the material used and the ease with which it may be identified in the mind of the average citizen as applicable to his interest.

The use of propaganda designed to curry favor in the interest of the agency as such is an unsound and potentially dangerous type of informational service. For instance, the fact that public welfare workers are less adequately paid than other comparable employes might be considered an important contribution to the public's understanding of the difficulties under which the agency operates. Publicity of this type, however, tends to direct the reader's attention toward the individuals operating the agency and their interest, rather than to what the agency is doing in serving the public.

The only valid excuse for the existence of a public agency is that it renders services which are beneficial to the entire citizenship. Frequently, where such services are rendered indirectly, releases showing how they benefit all the people may not only be advantageously used in the promotion of a better relation of the agency to the public, but they are quite essential to the agency's best success.

Then there is the all-important feature of the language to be used in the preparation of the news releases—not only the terminology, but the style in which the material is written. When releases are carefully written in newspaper style an important element of public relations is established in the relationship between the informational representative and the editors to whom his releases are offered. Any busy editor more readily uses a release that is written in his language than one that is stilted or verbose or unduly laudatory of the agency's interest. Anyone who undertakes the preparation of releases can easily acquire the newspaper style, for it involves the natural, direct, everyday way of saying what is essential in the fewest and simplest words. Releases should be as free as possible of technical or professional terms.

In South Carolina, it has been found that the most effective releases are those prepared for use in weekly newspapers, with the name of the local welfare official and data relating to the activities of the department of public welfare in the individual county filled in. Too often valuable "grass roots" publicity is lost in a mistaken effort to achieve headlines in city dailies.

A wise administrator years ago made the observation, growing out of his own experience, that "publicity is very much like electricity—it's a wonderful thing if you know how to use it, but if you don't, it will kill you."—*Public Welfare, May.*

PUBLIC HEALTH NURSING

Some Emotional Aspect of Prolonged Illness in Children

Lucille E. Jetter

When a child becomes ill, regardless of whether it is simple chicken pox or rheumatic fever, something new has happened to him and his security is threatened. While illness may produce serious damage to the body, damage of an equally serious nature to the child's ability to achieve mental health and happy adulthood may be produced by a lack of awareness of emotional factors on the part of parents, doctors, and nurses dealing with him during illness.

By the time a child has suffered the symptoms which bring him to the physician for examination, his security as well as that of the parents has been seriously threatened. It becomes of vital importance for the person who is arranging for the examination, frequently the public health nurse, to gain the confidence of the patient as well as of his parents by telling them exactly what they can expect.

After the doctor informs the parents [of] his findings, the public health nurse can do an invaluable service in supporting the parents through their anxiety and helping them to accept the child and his illness realistically. If the parents have a realistic, wholesome approach, they can deal more effectively with the child's fright and anxiety and eliminate the possibility of emotional problems developing later. Most important is that they be prepared to answer his questions reassuringly in terms that he can understand, so that further anxiety is not raised.

From an emotional point of view, the real danger period in a prolonged illness is in the convalescent period. Frequently, parents become over-solicitous, and by doing so face two dangers. First, they are encouraging the natural wish to be dependent that is in every child. Second, they make him feel "different." Many children do not have the courage to rebel against the overprotective measures they use. These children find more satisfaction in exploiting their parents' attitude. Instead, the gratifications from being ill should be reduced and the child firmly encouraged to do things for himself.—*Public Health Nursing, May.*

THE COMMON WELFARE

Social Work Looks at Itself

Social work as a profession has emerged during the twentieth century. It arose out of the needs of people, as have all professions. To what extent it has met those needs to date, and in what direction its future lies, was the vital concern of the 1500 social workers, educators and social scientists who attended the three-day symposium on social welfare held last month to commemorate the 100th Anniversary of the Community Service Society of New York, and the Fiftieth Anniversary of the New York School of Social Work of Columbia University. "It is not too much to say," commented Sir Ralph Cilento, Director of the United Nations' Division of Social Activities, speaking to the delegates at the Hotel Roosevelt, New York City, "that the eyes of the world are upon the claims for social work, and that the heavy responsibility that rests upon its advocates and practitioners is to show first that it is truly social; and, second, that it works."

While all the conference speakers and, presumably, the delegates, were ready to assume that social work does "work," that it has genuinely come of age as a profession, there was no complacency about it. Speaking of the importance of professional training for social work, Earl G. Harrison, dean of the University of Pennsylvania Law School, said that he was "constantly amazed at the general lack of comprehension of the desirability and necessity for such training." People accept the fact, he said, that law and medical students acquire skill through special study, yet wonder that social workers would benefit from precisely the same techniques.

A good part of the conference was taken up with this question of training, both its quantity and its quality. The number of social agency positions in this country has increased from 40,000 in 1930 to an estimated 100,000 in 1948, while the forty-seven accredited schools of social work have a combined annual enrollment of about 10,000 students. So much is expected of the graduates of schools of social work under these conditions, said Miss Arlien Johnson, dean of the Graduate School of Social Work, University of Southern California, that great responsibility rests upon the schools and the professions to make preparation as adequate as possible.

Training for What?

"Greater social responsibility in the profession," was Miss Johnson's answer, adding that "in these troubled times there is again great need for pioneers in social understanding."

"It is not enough," she said, "to help an unemployed man to meet the situation with courage and resourcefulness; we must also help to create a society in which those able to work can find jobs. It is not enough to help a family ease the tensions and misunderstanding among its members; we must help to remove the obstacles to decent, healthful living."

"The reform in social work," predicted Charlotte Towle, professor of social service administration at the University of Chicago, "will be restored to the profession and function anew. This is the very core of social work; one of the major aims of social work education today is to instill an unswerving identification with social conscience and social reform."

What Kind of Training

The criterion for an integrated curriculum, which might help to achieve this, is an integrated person, asserted Benjamin E. Youngdahl, dean of the George Warren Brown School of Social Work of Washington University and president of the American Association of Schools of Social Work. The emphasis of the school should be on the student as a personality rather than on shifts in arbitrary sets of courses. The real problem in the integration of knowledge, he continued, is to liberate the student to become a free professional social worker, to help him free himself so that he can integrate his knowledge, think independently, compensate for bias, prejudice and taboos, and acquire confidence.

Dean Youngdahl set up four broad areas of knowledge as yardsticks by which to measure the equipment of any professional social worker: knowledge of self, of the dynamics of human behavior, of the broad community in which people live and have their being (both its resources and its individual pressures), and knowledge of "method," of when and where to apply the pertinent aspect of his knowledge to any individual situation or set of circumstances. Focusing training, both in classrooms and agencies, on these four goals rather than on traditional administrative courses or divisions, would, he felt, do a great deal to further the progressive development of our professional training program.

Who Should Be Trained?

Selection of candidates for the social work field, (or any other, for that matter), has not kept pace with educational techniques and knowledge. Because relationship is the most important single factor in service to others, a healthy personality is coming more and more to be recognized as basic to the service professions. The client suffers when the worker projects upon him his own anxieties and neurotic needs; many a student social worker, on the other hand, has had his own personality problems reactivated by exposure to mental hygiene courses and field work.

Sidney Berengarten, assistant professor of social work at the New York School, described to the conference the long-term pilot study begun by the school in March, 1947, to determine the personality qualifications necessary for social service students, and better methods of selecting those candidates who have them. In the same session, Dr. Henry W. Brosin, professor of psychiatry at the University of Chicago Medical School, discussed psychiatric experiments in the selection of medical students now being conducted in two medical schools. While it is too soon for definite findings from either study, early results at least indicate some broad conclusions and the most fruitful areas for further exploration.

Preliminary analyses of both studies show that the best achievement, reading and personality tests available are

of little use in evaluating candidates. Projective techniques, however, said Dr. Brosin, do offer solid hope of finding improved methods of selection. The individual Rorschach in conjunction with the individual interviews by a psychiatrist was found in the medical school studies to be the best method for this purpose. The New York School pilot study, conducted entirely by social workers, has not yet begun to use projective techniques, though its sponsors plan to do so. Here, according to Dr. Berengarten, personal interview by a mature, sensitive caseworker was found to be the best screening method so far. Both men emphasized the fact that an enormous amount of emotional disturbance is tolerated by many people, who still have sufficient basic personality strengths to function. It is the task of screening, said Dr. Brosin, to identify the assets of the ego which permit them to work effectively in spite of their burden.

On the whole, however, it was found to be desirable to select students with a reasonable freedom from anxiety. Some criteria tentatively set up for social work students included warmth and responsiveness, intellectual capacity, emotional maturity, self-insight, political and social maturity, strong motivation, and a good prognosis for growth and change. All in all, a conference delegate remarked later, excellent goals for social work itself!

The Harlem Project

New York City's schools can play a big part in cutting down delinquency and checking maladjustment, the report of the recently completed Harlem Project concludes. They can do this by special services and enriched curriculum, by special help and training for teachers in underprivileged areas, and by consistent practice of the "new program" which they preach. The schools themselves can guide and restore "problem children" to normal lives in spite of the acute deprivation of their backgrounds.

The Harlem Project, a study of the role of the schools in preventing and correcting maladjustment and delinquency, was begun because, in the words of Justice Justine Wise Polier of Domestic Relations Court, delinquent children were coming to the attention of authorities so late that "we were forced to act against the child rather than in behalf of him." Sponsored jointly by the Board of Education and New York Educational Projects, Inc., a citizens group, it was financed by a grant of $12,000 from the New York Foundation, $5,000 from the Hofheimer Foundation, and matching funds in additional personnel and services by the Board of Education. The work was done in three schools in Harlem, one of the main underprivileged areas in New York, and took four years to complete.

The Joint Advisory Committee, included Dr. Frank J. O'Brien, Associate Superintendent of Schools as chairman, Dr. Marian Kenworthy of the New York School of Social Work as co-chairman, and Justice Polier as chairman of the research committee. Dr. Ernest G. Osborne of Teachers College served as director of the Project, and Dr. Irving Lorge acted as a consultant to the research staff. Parents were represented in the planning groups, and were enthusiastic about its aims.

The Plan of the Project

The plan of the Project was to provide more intensive services of various kinds in three Harlem schools, on a demonstration basis; to use these additional services in the development of a program for preventing and remedying maladjustment and delinquency in these schools; to describe the programs developed and the methods used; and to evaluate the effectiveness of the programs and methods in achieving Project goals. Its sponsors emphasize that the Project's findings cannot be interpreted as applying only to disadvantaged areas—that *all* children need these basic services, and that even in schools far better off, financially and in terms of facilities, they largely do not exist. However, the deprived lives of Harlem children challenge schools to greater efforts, and the Project staff felt that in concentrating here direct aid could be rendered to a substantial group of children, along with a real contribution to better methodology in the school system as a whole.

P.S. 120, a junior high school for boys, was selected because its pupils contributed the greatest number of cases both to courts and to institutions of any school in the city. Here community problems, family insecurity and failure of schools and community agencies appeared to be key factors in the high delinquency rate, and Project emphasis was on introduction of new services. These included enriched curricula, with remedial instruction where necessary, individualized teaching, recreational facilities, casework, psychological and psychiatric services, and better community facilities for both children and parents.

At Junior High School 101 for girls, which had a high percentage of "unmanageable" girls, the project emphasis was on the individual, though services such as clinics and summer and evening recreation were introduced. Here the Project sponsors felt they achieved their greatest success. During the course of the project, 77 percent of these girls were found to be adjustable to regular schools, as against 33 percent of a control group which did not have these individual attentions and services. Study of data on sixty-four of the sixty-seven girls showed that poor home adjustments were not an insurmountable obstacle to behavior adjustment, given individual and special help at school.

In P.S. 10, an elementary school, the emphasis was on early recognition of symptoms of maladjustment, to see what could be done to reduce delinquency among children before they reached junior high school. The plan involved special services for children already recognized as maladjusted, and expanding general school services in an effort to prevent problem behavior by improving school life.

In general, the teachers received the project and new information readily, especially in the second year. Above all, however, Project workers felt their study showed the tremendous need for bringing into the schools, by testing and training, more teachers who find it challenging and rewarding to work with children in these areas. The report strongly recommends that mental hygiene standards be applied in the training and selection of teachers in order to implement the philosophy of the "new program," focusing on needs of the child rather than requiring him to fit into a fixed pattern. To this end as well, the report maintains that since adjustment of problem behavior must be started early and continue until satisfactory adjustment is reached, the role of the school must be extended and additional school services maintained, especially in underprivileged areas.

Action Conference

The National Health Council, in its program to broaden participation in the movement to set up more public health units throughout the nation, sponsored a highly successful regional conference at Mitchell, Ind., in April. Working teams representative of health and related agencies from the states of Indiana, Kentucky, Wisconsin, and Ohio, met together to talk over what has been done in their states to provide health services and to make plans for extending coverage. By the end of the session, each state team had developed a working plan for setting up more health units or for obtaining personnel needed for existing departments.

This meeting, as Bailey Burritt, executive director of the council, explained in his introductory address, constituted a part of the council's action program to broaden the base of support for public health units, undertaken at the request of the American Public Health Association following the National Conference on Local Health Units at Princeton last September. (See THE SURVEY, October 1947, page 285.)

Important to the success of the meeting was its "open-end" character. No program was outlined in advance. The participants, who had been selected by their own health officers as representative of public and private health agencies and such organizations as farm bureaus, women's clubs, and parent-teacher associations, determined their own fields of interest in an open discussion period conducted by Dr. J. W. Ferree, associate director of the council. They decided to divide into three working committees to consider public demand and support; the organization of a plan of action; and the implementation of the plan by provision of adequate funds, strong health departments, and personnel.

Begin in the Community

Each of these working committees strongly advised that the initiative for setting up a new health unit must come from the local community, rather than from the state. State officials may well help to stimulate local leadership or assist with studies. But action must be taken spontaneously by the community itself, preferably through the device of a citizens' committee representative of professional, voluntary, and lay groups interested in public health. Such a committee may awaken community interest by conducting a well publicized study of a concrete health problem, and effecting its solution through an existing agency, thus pointing the way to the need for an adequate health unit. The "selling" of legislation necessary to this end must also be done on a local basis.

The chief obstacle reported by the committees is a familiar one—shortage of personnel. This is particularly acute in the case of public health officers, because of inadequate salaries and the relatively low prestige of the job by comparison with opportunities in other medical areas. Further difficulties to be surmounted include the legislative and political ramifications involved in establishing city-county or multiple-county units to replace existing small and ineffective departments.

Announcements

Throughout the country 165 regional commissions are preparing material for submission to the International Congress on Mental Health, August 11 to 21 in London. (See THE SURVEY *midmonthly*, December 1947, page 346, "A Winter's Work.") At this congress, for the first time, through consideration of the findings of study groups the world over, an attempt will be made to unify the knowledge of all types of professional people who deal with mental hygiene problems.

The Canadian Conference of Social Welfare is holding its eleventh biennial meeting in Hamilton, Ontario, at the Royal Connaught Hotel, the week of June 7. An attendance of between 700 and 900 social workers is expected. The conference office is at 410 Impérial Building, 25 Hughson Street, S., Hamilton.

The American Nurses' Association, the National League of Nursing Education, and the National Organization for Public Health Nursing will hold their biennial convention May 31 to June 4 in Chicago at the Stevens Hotel.

Subjects of special interest conferences will include trends in maternity nursing, and health needs of the school age child and how to meet them.

The National Foundation for Infantile Paralysis will celebrate its tenth anniversary by sponsoring the First International Poliomyelitis Conference July 12-17 in New York City at the Waldorf-Astoria Hotel. Medical authorities from sixty nations will participate in evaluating the last decade of progress in the study of this disease and in planning for global distribution of available knowledge.

Summer Institutes

This summer, the New York School of Social Work is offering three series of institutes designed for practicing social workers. Dates of these series are June 21 to July 2, July 12-23, and July 26 to August 6. Titles of institutes include: "The Dynamics of Group Formation," and "Current Problems in Public Welfare Administration."

Admission will be on the basis of substantial experience in social work, with the exception of two institutes in Series II open only to graduates of accredited schools of social work. Titles of these are: "Advanced Supervisory Practice" and "Psychotherapy with Children." Further details are given in the January *Bulletin* from the school, 122 East 22 Street, New York 10.

The University of Cincinnati is sponsoring three health education institutes this summer—"School and Community Health Education," June 21-26; "Education for Family Life," June 28 to July 3; and "The Laymen in the Field of Mental Health," July 5-9. These are designed for teachers, doctors, and community leaders.

For Citizenship

Fieldston School is holding its annual Encampment for Citizenship, a unique effort at nonpartisan political education, June 28 through August 7 on the school grounds, Riverdale, N. Y. The program, of education, recreation, and group living, is designed to help young people develop an understanding of the meaning of democracy, of human and economic resources and human needs, and of war and the need for peace. The fee per camper is $125. Application, which is limited to the age group seventeen to twenty-three, may be made to the encampment, 2 West 64 Street, New York 23.

Laboratory

An opportunity for group training in human relations is offered in the Second National Training Laboratory in Group Development to be held at Gould Academy, Bethel, Maine, June 14 to July 3. Sponsored by the National Educational Association and the Research Center for Group Dynamics

with the cooperation of several universities, the laboratory is designed to explore "productive group functioning, effective leadership skills, techniques of training group members and leaders," according to the NEA announcement. Further information and application blanks may be secured from Leland P. Bradford, at the association, 1201 Sixteenth St., N.W., Washington, 6.

Opportunities

The Public Health Service has scheduled examinations for nurse officers in its regular commissioned corps. The examination will consist of an oral interview to be held on various dates from May 4 to June 8; a written examination June 21; and a physical examination. Salaries range from $2,955.50 to $3,915.50. Further information may be obtained from the Surgeon General, Public Health Service, Washington, D. C.

The Regular Army Nurse Corps is seeking 25,000 nurses.

Among the States

One of the first administrative changes effected by the new executive secretary of the Illinois Public Aid Commission (see THE SURVEY, April 1948, page 130) is the setting up of a division of field services to streamline the supervision of public aid throughout the state of *Illinois*.

Stephen J. Green, formerly director of the public assistance division of the Cook County Bureau of Public Welfare, has been selected to head the new unit. It will be his job to supervise the field staff of district and assistant district representatives and, through them, the activities of 102 county departments. His duties will also include responsibility for the administrative review unit; for two special representatives assigned to the program for converting almshouses into nursing homes for the chronically ill; and for developing methods and procedures for operating staff.—*From* SURVEY *correspondent Mary-Claire Johnson, Illinois Public Aid Commission.*

Metamorphosis

Virginia—Under a new law, the Virginia Department of Public Welfare will become the Department of Welfare and Institutions on July 1. It will combine the present welfare department, the Department of Corrections, the Parole Board, and the hospitalization of indigent program of the Health Department.

This measure was based on the report of the Commission on Reorganization of State Government, which was set up by the General Assembly in 1946. The commission's original plan, however, called for the inclusion in the new department of the Department of Mental Hygiene and Hospitals and the aid to the blind program of the Commission for the Blind.

The new law establishes a Board of Welfare and Institutions to be headed by a director of welfare and institutions, who also will be the commissioner of public welfare. The governor will appoint the board and commissioner, and is also authorized to name advisory committees on public welfare and corrections.—*From* SURVEY *correspondent Constance S. Gamble, Virginia Department of Public Welfare.*

Consolidation

Kentucky—A bill creating a new Department of Economic Security to consolidate the functions of the various state agencies receiving federal funds for social security programs, has passed the state legislature. Under this measure, which was endorsed by Governor Clements at the recommendation of the recently appointed commissioner of welfare, Arthur Y. Lloyd, the unemployment insurance division, reemployment service, division of public assistance, and division of child welfare will be integrated in the new department—*From* SURVEY *correspondent Ida Tartar, Kentucky Department of Welfare.*

Better Adoptions

In *Pennsylvania,* during the past year, the division of rural child welfare of the State Department of Welfare, has developed a coordinated adoption service as part of its program of child welfare services. The boards of county commissioners in fifteen counties of the state have now affiliated their services for neglected and dependent children with the division.

To provide skilled leadership in improving the adoption program, the division recently appointed to its staff a consultant on adoptions, who has assisted the staff in working out a set of standards for adoptions. The division maintains a centrally listed pool of adoption homes and of children available for adoption. This has opened up to child welfare workers in these counties a wider choice in selecting the "right" parents for the particular child than when they were limited to their own counties.

In its administration of federal funds available under the program, the division allows to the counties the salaries of qualified child welfare workers and provides regular consultation and supervisory services.—*From* SURVEY *correspondent Emlyn Jones, M.D., Pennsylvania Department of Welfare.*

Joint Attack

Notable progress in cancer control is reported from *Michigan,* where the Department of Health, the State Medical Society and the State Cancer Society have been coordinating their drive against the disease through the cancer control committee of the society. The state now has seventeen cancer detection centers.

Since 1936, when federal funds were first made available for cancer control, the state has expended a total of $168,000, allotted from the Public Health Service, for experimental programs in twenty counties. Last year these funds made possible a pilot study of cancer reporting and a study of the strengths and weaknesses of existing facilities for combating the disease. The department is planning to use an additional grant of $25,160 for a statewide study of the best method of obtaining cancer morbidity information. It is expected that this study will furnish a pattern of cancer reporting for Michigan and for other sections of the country as well.

Last year, pathologists from five counties attended a course in cancer detection at Cornell Medical School. More than 100 health officers, consultants and supervisory nurses took part in a Cancer Institute at Ann Arbor. Eight county medical societies sponsored cancer education days for physicians.—*From* SURVEY *correspondent. Virginia W. Baird, Michigan Department of Health.*

Making Headway

In *Maryland,* mental hygiene clinics are held twice a month in seven counties where there is no other psychiatric service available, under the program of the new division of mental hygiene. The division, which was set up in January in the State Department of Health, is planning to extend this service to two more counties soon, and to provide complete service for the entire state when funds and personnel

(Continued on page 175)

BOOK REVIEWS

TRENDS IN SOCIAL WORK. by Frank J. Bruno. Columbia University Press. $4.50.

THIS BOOK IS A HISTORY OF SOCIAL work as reflected in the "Proceedings of the National Conferences of Social Work." Its interest to the reader is twofold—one in depicting the development of techniques, and the other in picturing social attitudes reflecting the tensions which exist in a democratic society between private interests and the general welfare.

A patient observer will welcome the advances listed in humanitarian efforts to improve the lot of the unfortunate, while deploring the slow progress of social education for the understanding of the nature of social problems and for implementing their solutions. There has been leadership to be grateful for, a fact well documented, but questions recur for which answers are not yet found.

The National Conferences have given scant attention to the fields of labor, housing, recreation, consumers' problems, social insurance, and taxation. Planning, as is well pointed out, in all fields has been far from acceptable to government, and the rivalry between economic and social objectives continues to confuse the citizen looking for light.

Mr. Bruno brings out the need for qualified personnel in the enlarged public services occasioned by the wars and the depression. This has made training a necessity. Affiliaton with universities is a natural and desirable step.

There is an important chapter on social security. The section of the Social Security Act granting the federal government the right to establish old age insurance was declared constitutional in 1937. Justice Cardozo stated that only a power that is national can serve the interest of all. This was a landmark. But it is noted that the years following this decision have been largely hostile to the welfare activities of the federal government.

Underlying the welter of private and public activities with differing approaches and attitudes, "a maturer technique for the understanding of human behavior is slowly emerging."

This reviewer believes that social work has been the beneficiary of all the advances made in the sciences and the humanities, but that it remains itself an art rather than a science, an attempt at integration through the enrichment of life.

Sensitiveness to injustice has motivated the measures for a more human life, resulting in legislation and in improved public opinion.

However profoundly the differences in social philosophy and current national viewpoints are mirrored in the field of social work, there is at least a common basic conviction that there is "something to be learned in the practice of human relations and that something can be passed on to those who wish to master it."

Mr. Bruno's book brings out the dichotomies involved, as well as giving us the fascinating picture of a more progressive and humane technical advance.

MARY K. SIMKHOVITCH
Formerly Headworker
Greenwich House
New York City

DESIGN FOR GIVING, by Harold J. Seymour. Harper. $2.50.

A GOOD CAMPAIGN PROVES TO ITS participants "that all the sacrifice anyone made was worth far more than the cost," Harold Seymour reminds us. Especially palatable proof of this principle is this stirring account of the National War Fund by its able general manager.

Fortunately, this book is more than just a vivid record of accomplishment to be read and laid away for reference at some future time of crisis. Rather, it is filled with distilled fund raising experience, bottled and ready, for present day leaders who would utilize its contents, to obtain renewed energy with which to clear new paths to social progress.

The National War Fund may stand for some time as America's greatest philanthropic achievement. Mr. Seymour repeatedly recalls that the Fund grew from the grass roots and developed out of principles tested in hundreds of American communities whose leaders had learned to cooperate through local community chests. Thus, as the tale of the War Fund is unfolded, it seems natural that our faults, our strengths, and our opportunities should stand out in bold relief.

The author grasps each chance to highlight these strengths and weaknesses throughout his book's ten brief chapters.

One chapter, entitled "Harvest Time," presents in detail "a workable (fund raising) pattern for any cause with a universal appeal, national or local." Another, on "Relationships," comments on "one of the brightest spots of the National War Fund—its relationship with organized labor" and raps the knuckles of those who would give wholesale approval to the "Chest Movement," a generalization which he terms "fatuous foolishness."

He reminds us that "funds must always be raised locally," that communities are reflected in the caliber of their professional leadership, and that under sufficient stress "no one can rationalize faster than he who speaks in the name of 'Good Works.'"

Although Mr. Seymour recognizes that federation can act as a self-protection society for reluctant givers, he confirms his belief in its principles, and acknowledges the Fund's debt to Community Chests and Councils, Inc.

Evidence is offered that many by-products poured from the crucible of the National War Fund. Community chests found new and broader acceptance and leadership; many labor groups discovered local services that they had previously ignored; many communities learned that labor could assist, not only in giving, but in bringing people and services together. At the same time, thousands of small towns and rural areas were awakened to the possibilities of local services.

"Where do we go from here?" asks Mr. Seymour in conclusion. Those who would learn to give more intelligently, those who are called upon to assist their own organizations or communities in charting a satisfactory fund raising course will consider his answers and his log book, in fact as well as in title, a new and dynamic "Design for Giving."

GORMAN E. MATTISON
Executive Secretary
Community Chest of Forsyth County
Winston-Salem, N. C.

(Continued from page 162)

the giving and taking of such hard challenges to one another in behalf of the purposes to which we are allegedly dedicated: the best performance we can give of services that often mean self-preservation for our clients, not from death, but for the living that has personal value for them and social value for the community."

In a meeting of the community organization section, Arthur Dunham, president of the Association for the Study of Community Organization, and C. Whit Pfeiffer, executive secretary of the Los Angeles Welfare Council, spoke to the qustion: "What is the job of the community organization worker?" Mr. Dunham defined this in terms of "creative leadership" and said that the worker "must enter fully as a dynamic partner into a creative group process by which goals will be chosen, decisions will be hammered into shape and translated into action." Mr. Pfeiffer discussed the question in terms of the necessity for the worker to help committees and other groups with which he works, but at the same time to assume a leadership role which is "more than being a recording secretary."

A plea for more students to prepare themselves for a career in social work came from Marion Hathway, professor of public welfare, University of Pittsburgh School of Social Work. The needed development of social services, she said, is being theatened by the "inability of the schools of social work to recruit and prepare a minimum number for key positions." Acknowledging that training was expensive, Miss Hathway said that 4,026 full time students were now registered in forty-seven schools, 2,718 were receiving financial aid in the form of grants in order to continue their studies, with the majority being supplied from public funds.

And Ludwig A. Graner, research secretary for the Cleveland Welfare Federation, reported that the percentage of social workers changing jobs annually is four times as high as in the teaching profession. He urged employers to eliminate as nearly as possible the cause of dissatisfaction of workers.

Another interesting professional development was the appearance on the program of a conference committee on social work research, chaired by Donald S. Howard, with a paper by Philip Klein, of the New York School of Social Work, opening the sessions.

In discussing research now being conducted in the field, Mr. Klein distinguished between investigation, which is "addressed to a particular situation," and research, as "a contribution to knowledge to be shared by all those able to use it." The greatest obstacle to current studies of need, he believes, is "the disparity between objective findings . . . and the stage of willingness of agencies, particularly executives and boards, to carry out lessons learned from studies."

Mr. Klein made several random suggestions of subjects needing research, and proposed establishment of a cooperative council of local and national agencies for social work research.

At the second session of the committee, J. McVicker Hunt, director, Institute of Welfare Research, Community Service Society of New York, described the past six years work of the institute in seeking an instrument to measure movement in casework. Early work on the Distress-Relief Quotient proved "disappointing," said Mr. Hunt, but current work in which caseworkers rate improvement in five categories seems to be more reliable. The reliability of staff judgment in assessing effectiveness of family casework has also proved valid in work done at Family Service of St. Paul, reported A. A. Heckman, general secretary of that agency.

TO OVERWORK AN OVERWORKED EXpression, social workers are people, too. As they go about their professional business, they, like others, are subject to fears about our far-too-uncertain future, confusion about the basic issues which we must begin to work out in order to survive, and the temptation to fall back on intellectual and emotional anachronisms. The conference probably meant something different to each one. But most of them, we believe, shared with Leonard Mayo the feeling which prompted him, on the spur of the moment, to make a symbolic speech as he handed the gavel over to Ralph Blanchard at noon on April 23. Detaching the head of the gavel, he held up the handle and said, "When we come to the Conference, we're like this—long, narrow, and a little bored. Then as we go along," and he fitted the pieces together again, "we acquire a head and become an instrument!" As the Seventy-fifth Anniversary president pointed out, an instrument can be used either for constructive or destructive purposes—it depends on the hand that holds the instrument.

Legal Almanacs

Explain in simple language the law and procedure in all 48 states.
Each book is written by a legal authority!

ONLY $1.00 EACH
POSTPAID

☐ LAW OF MARRIAGE & DIVORCE
☐ HOW TO MAKE A WILL
☐ LAW OF ADOPTION
☐ LAW OF IMMIGRATION
☐ LAW OF REAL ESTATE

Clip out this ad today, check the books you desire and include remittance at $1.00 each.

OCEANA PUBLICATIONS
Dept. 197
115 West 42nd St., New York 18, N. Y.

How about giving

THE SURVEY midmonthly

to members of

your Board?

FREUD: ON WAR, SEX AND NEUROSIS

Nine brilliant and searching essays by the master brought to the American public for the first time in one volume. Not now available in any other edition.

CONTENTS

Introduction: ONE OF THE DIFFICULTIES OF PSCHO-ANALYSIS
THE CASE OF DORA
OBSESSIVE ACTS AND RELIGIOUS PRACTICES
THE SEXUAL ENLIGHTENMENT OF CHILDREN
"CIVILIZED" SEXUAL MORALITY AND MODERN NERVOUSNESS
CONTRIBUTIONS TO THE PSYCHOLOGY OF LOVE
- A Special Type of Choice of Object Made By Men
- The Most Prevalent Form of Degradation in Erotic Life
- The Taboo of Virginity

THOUGHTS FOR THE TIMES ON WAR AND DEATH

●

Edited by Sander Katz,
with preface and definitive glossary by Paul Goodman.

Cloth: 288 pages $3.00

Write for Catalog "F"
AT YOUR BOOKSELLER OR
Remit Directly To:

ARTS & SCIENCE PRESS
61 DEY STREET, NEW YORK 7, N. Y.
Quantity rates on application.

Dr. Thomas Parran, former surgeon general of the U. S. Public Health Service, has joined the staff of the UN International Children's Emergency Fund. He will head a temporary mission to the Far East, which will make a study in preparation for the extension of UNICEF benefits there.

New member of the California Social Welfare Board is *Gordon X. Richmond,* formerly the city attorney of Orange, California.

Bernice Scroggie has been named supervisor of child welfare services in the San Diego (Calif.) department of public welfare. Miss Scroggie served previously with the Child Welfare League of America.

New judge of the Cook County Juvenile Court in Chicago is *Robert J. Dunne.* He replaces *Judge Frank H. Bicek,* who will remain in the circuit court.

In St. Louis, Missouri, a similar change has taken place. *Walter W. Mayfield* has replaced *Michael J. Scott* as judge of the city juvenile court. Judge Scott is now in the circuit court.

Charles E. Brown has been appointed executive of the Family Society in Saginaw, Michigan.

Malcolm Jasper has been named field consultant for the blind in the division of services for the blind of the Kansas Department of Social Welfare.

New executive of the Provident Association of Topeka, Kansas, is *Beatrice A. Gundle.*

Dr. *W. W. Ferguson,* coordinating bacteriologist and chairman of the research committee of the Laboratory of the Michigan Department of Health, has been awarded a fellowship covering two months study at Danish Serum Institute, Copenhagen.

The Council of Social Agencies in Kansas City (Mo.) has named *J. D. Robins, Jr.,* as recreation and group work secretary. He was previously field representative with the National Recreation Association.

Chester A. Fee has joined the staff of the Oregon State Board of Health as health information consultant. His experience includes several years of teaching as well as editorial work.

New director of cancer control in the Indiana State Department of Health is *Dr. Wendell C. Anderson,* who has recently been engaged in postgraduate work in the field of cancer control at Roswell Park Memorial Hospital, Buffalo.

Senior Surgeon Seymour D. Vestermark has been appointed chief, training and standards section, Mental Hygiene Division, Public Health Service. Dr. Vestermark was previously executive officer and director of training of the U. S. Public Health Service Hospital in Fort Worth, Texas. *Dr. Harry W. Carter, Jr.,* has been named psychologist, operational projects section, in the division. He was formerly director of the Wichita (Kans.) Guidance Center. *Dr. Henry D. Sheldon* has been appointed chief, institutional statistics unit, Statistics and Special Studies Section in the division. His last job was that of chief of the Institutional Statistics Unit, Bureau of the Census.

New research director of the Health and Welfare Council in Louisville (Ky.) is *Charles E. King.* He has had experience as a caseworker and as a member of the research staff of the Chicago Council of Social Agencies.

The Community Chest of Buffalo and Erie County has appointed *Clifford S. Borden* as campaign director. Previously he served as executive of the Community Chest of Erie County, Pennsylvania.

Dr. T. F. Abercrombie became director emeritus of the Department of Public Health in Georgia on January 1, after thirty years of service as director. He is succeeded by *Dr. Thomas F. Sellers,* previously director of the division of laboratories in the department.

The department also announces that *Richard Brewer,* director of the division of vital statistics, is on loan for a year to the Atomic Casualty Commission of the National Research Council. He will direct studies in Japan on the effect of atomic bombing on the birth rate.

Norris E. Dodd, Under-Secretary of Agriculture, has been named director general of the UN Food and Agriculture Organization, succeeding *Sir John Boyd Orr,* who resigned from that post several months ago.

Florence Seder Burns has been named staff associate of the Michigan Nursing Center Association with headquarters in Lansing. She was formerly public relations consultant of the Nursing Information Bureau in New York.

The New York State Department of Health has appointed *Dr. Clinton P. McCord* as consultant in psychosomatic medicine, preparatory to the launching of a statewide educational program related to emotional factors in disease.

Mary Emberton has resigned as director of public health nursing of the Colorado State Health Department to become director of visiting nurse services, city health department in Denver.

As part of a new program to study the role of family life in the health of children, the Harvard School of Public Health has appointed *Elizabeth P. Rice* as the first social service worker on the faculty. She was previously clinical professor of the social aspects of medicine at the Yale School of Medicine.

Kathryn A. Butler, is the new executive of the Staten Island (N.Y.) Social Service.

The National Society for the Prevention of Blindness has named *Helen E. Weaver, R.N.,* as consultant in nursing activities. She served previously as consultant public health nurse with the New York State Department of Health.

Nell Graham is the new executive of the Family Service Association in Mt. Vernon, N. Y.

New executive secretary of the Children's Bureau of Los Angeles is *Clyde Pritchard,* who served formerly with the Children's Agency in Oakland.

Jesse Meuse has been named Negro health educator for the Florida State Board of Health.

The Community Chest of Dade County, Miami (Fla.) has named *Robert J. Mosher* as executive secretary. He was previously director of casework and the relief division of the Minneapolis Council of Social Agencies.

Dr. G. D. Cummings has been named acting commissioner of the

Michigan Department of Health, succeeding *Dr. J. K. Altland,* who has resigned to resume his former duties as director of the bureau of local health services.

The New York State Board of Social Welfare has appointed *A. Alfred Cohen* as acting superintendent of the New York State Training School for Boys at Warwick. He replaces *Herbert D. Williams,* who has retired.

William Bridges has been named rehabilitation supervisor in the division for the blind and sight conservation, Louisiana Department of Public Welfare. He was formerly rehabilitation counselor for the blind in the Baton Rouge Area.

New executive of the Family Service Agency at Bakersfield, California, is *Mary Russell,* formerly of the Family Service of Pasadena.

Resigned

Ralph D. L. Price has resigned as editor of the *Kansas Welfare Digest* to become assistant executive secretary of the Wisconsin Welfare Council.

Prudence Kwiecien has resigned as director of the Youth Bureau of Cleveland to live in New York City.

Retired

Elsie M. Bond has retired as assistant secretary of the State Charities Aid Association after twenty-five years of service with the association. Executive secretary of the association's Welfare Legislation Information Bureau since 1927, Miss Bond has been widely recognized as an authority on welfare and public health legislation. *Joseph Prendergast* is her successor.

Bethina A. Bennett has retired as chief nursing officer of the Ministry of Labour and National Service in England. She has held this position since its inception in 1942.

Raymond B. Fosdick, for twenty-seven years president of the Rockefeller Foundation, and since 1936 its president, will retire next June 30 when he reaches the compulsory retirement age of sixty-five. A lawyer by profession and an ardent worker for world peace, Mr. Fosdick has served also as trustee of the Rockefeller Institute for Medical Research, the General Education Board, the International Education Board, the Spelman Fund, the Brookings Institution and the National Institute of Public Administration.

He will be succeeded by *Chester I. Barnard,* president of the New Jersey Bell Telephone Company and, since 1940, a member of the foundation's board of trustees.

Honors

To *Walter Starnes,* a Negro psychiatric aide at the Winter Veterans Administration Hospital, $500 and a citation as Psychiatric Aide-of-the-Year by the National Mental Health Foundation. . . . To Raymond Hilliard, new commissioner of welfare in New York City, the merit citation of the Illinois Welfare Association for his achievements as executive secretary of the Illinois Public Aid Commission. . . . To *Connecticut,* the 1947 grand award of the National Safety Council for its effective accident prevention program.

To *Rhoda W. Bacmeister* the 1947 PARENT'S MAGAZINE Book Medal for her recent work on growing children and community relationships entitled "Growing Together." . . . To *Lois Lenski,* the 1947 award of the Child Study Association of America for her book "Judy's Journey." (See THE SURVEY, February 1948, page 57.)

To Station WBBM, CBS Chicago affiliate, a George Foster Peabody Award for outstanding public service by a regional station for the program *Report Uncensored,* which "has helped to educate and arouse a great community to the causes of juvenile delinquency." . . . To Station WCCO, CBS affiliate in Minneapolis, honorable mention for *As the Twig is Bent,* "the culmination of a year-long effort to secure the passage of a Minnesota State Youth Conservation Act."

To *Delia Caner* of Jamaica, N. Y., known as the "Dean of All Foster Mothers" for her work in caring for 341 babies in her home over a period of forty-one years, the Jimmy Fidler award for the week of March 28, a diamond and gold wristwatch and a $50 U. S. Savings Bond, at the 125th anniversary dinner of the Sheltering Arms Childrens Service in New York City in April.

To *Dr. Cornelius P. Rhoads,* director of the Memorial Hospital Center for Cancer and Allied Diseases and the new Sloan-Kettering Institute for Cancer Research, the annual Clement Cleveland Award from the New York City Cancer Committee for outstanding contributions to cancer education. . . . To *Walter Winchell,* columnist and president of the Damon Runyon Memorial Cancer Fund, the Ameritorious service in the fight against cancer and the first annual Citation of Appreciation from the New York City Cancer Committee.

To *Major General Paul R. Hawley,* recently retired medical director of the Veterans Administration, a banquet, sponsored by the National Council on Rehabilitation, in New York City in March for his work in reorganizing VA's medical services. . . . To *Samuel Hower Beamesderfer,* the Capt. Charles W. Brown memorial medal awarded annually by the American Foundation for the Blind to the blind scholarship student of the foundation "whose work shows the greatest intellectual development."

To *Harriet E. Vittum,* retired head resident of Northwestern University Settlement, and *V. K. Brown,* retired director of recreation, Chicago Park District, awards for distinguished service in recreation, from the Chicago Recreation Commission.

Died

Emily P. Bissell, originator of the Christmas seal drive in this country, died in Wilmington in March at the age of eighty-six. A recipient of the Trudeau Medal, Miss Bissell helped establish the first tuberculosis commission in Delaware.

George L. Carpenter, retired general of the Salvation Army, died in Sydney, Australia, in April, at the age of seventy-five. An early leader in the army's program of social work, General Carpenter served as general from 1939 to 1946.

Dr. Rupert Blue, a leader in the public health field, died in Charleston (S.C.) in April at the age of eighty. Surgeon General of the Public Health Service from 1912 to 1920, Dr. Blue was widely known for his intensive investigations into the causes of malaria and typhoid fever and for his successful campaigns against bubonic plague in San Francisco.

Abbie Harrison Condit, who directed the editorial activities of the National Recreation Association for thirty-five years, died in New York in April at the age of sixty-four. Miss Condit, who became managing editor of *Recreation* in 1926, retired two years ago but continued to serve the association as volunteer staff worker until shortly before her death. She compiled numerous books and pamphlets in the recreation field.

WORKERS WANTED

CASE WORKER—with M.S.S. or one year in graduate school plus experience. Excellent working conditions. Salary according to qualifications and experience. 8664 Survey.

CASE WORKER for progressive, expanding family agency. Excellent supervision. Opportunities for community work. Salary commensurate with experience. Write John W. Anderson, Executive Secretary, 411 Walnut Street, Allentown, Pa.

EXECUTIVE SECRETARY with experience in children's work wanted for child-placing agency in southern city. 8754 Survey.

STRONG family casework agency, non-sectarian, in southern New England city, 250,000, has two casework opportunities in professional staff of fourteen. Good personnel policies. Limited, varied caseloads, excellent supervision. Position for person just completed training is unusual opportunity to develop sound casework skills, and position for person with training and one year's experience or more offers combination community responsibility in district office and strong casework experience. Write, giving training and experience. 8725 Survey.

ASSISTANT DIRECTOR: Residence for Jewish young girls 16 through 25 years. Group worker or psychiatric case worker. Professional training and experience required. Salary depending on qaulifications and ability. Nevins 8-4667. 8756 Survey.

CASEWORKER with MSS or one year in graduate school plus experience. Work is essentially short-time contacts. Small agency. Opportunity for professional growth. Write Travelers Aid Society, Railroad Station, New Haven, Connecticut.

WORKERS WANTED

CASEWORKERS, graduate degree; agency having institutional and foster home programs. (1) With placement and homefinding experience for adoption caseload; (2) Caseload of school age children in cottage plan institution; (3) Foster home placement and homefinding caseload. Salary range $2700 to $3600. Small staff, ideal working conditions. Write to William I. Lacy, Executive Director, Methodist Children's Home Society, Children's Village, Redford Station, Detroit 19, Michigan.

SUPERVISOR of case workers in Methodist child placing agency (Eastern seaboard) giving institution, foster and adoptive care. Desire graduate of School of Social Work with 3 years experience in children's field. Under approved supervision. 8753 Survey.

WANTED: Experienced, gifted male psychiatric caseworker with administrative ability or experience to be trained for a responsible position in Group Therapy in a major agency in New York City. Applicant must be a graduate of a school of social work. Experience in psychiatric casework preferred but particularly gifted beginner will be considered. 8752 Survey.

CASE SUPERVISOR: Male or female. Minimum requirements include MSS from accredited school with previous supervisory experience in agency handling family or children's casework program. Salary up to $4,200. Challenging opportunity. Family & Children's Service, 602 South Cheyenne, Tulsa, Oklaboma.

CASEWORKER with professional training for non-sectarian multiple service agency. Experience in family or children's agency desirable. Salary depends on qualifications. Write Family Service, 136 Washington Street, Paterson 1, N. J.

WORKERS WANTED

WANTED IMMEDIATELY

Two thoroughly educated, trained and experienced Senior Case Workers, who can furnish references from reputable Child Welfare Agency.
Permanent position assured right persons. Preference will be given to persons having had Southern States experience. Salary range from $3,000 to $3,600 depending on the qualifications. Write Children's Home Society of Florida, 403 Consolidated Building, Jacksonville, attention Marcus C. Fagg, State Superintendent.

NB: We are a State wide non-sectarian, private, child placing agency.

ASSISTANT AGENCY EXECUTIVE FOR INTAKE AND FAMILY DIVISION OF CATHOLIC FAMILY AND CHILD WELFARE AGENCY. $4,152 TO $4,644 SALARY, DEPENDING UPON SUPERVISORY AND ADMINISTRATIVE EXPERIENCE. APPLY TO GENERAL DIRECTOR, CATHOLIC SOCIAL SERVICE, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

SUPERVISOR OF CASEWORK, graduate of accredited School of Social Work, minimum two years experience in supervision. Salary range $4,000 to $4,500 annually. Write, Executive Director, Travelers Aid Society of Miami, 127 N. W. 2nd Street, Miami 36, Florida.

CASEWORKER, Female, graduate of accredited school of social work, for family casework with Jewish agency. Good salary. Opportunity for some community organization. Write fully concerning qualifications to Jewish Welfare Service, 18 South Stockton Street, Trenton, New Jersey.

CASEWORKERS: Male or female for Jewish child care agency offering foster home, institutional, adoption services. Excellent supervision. Staff psychiatrist and panel of nationally known child psychiatrists. Must have completed graduate training. Salary up to $4140. Jewish Children's Bureau, 231 S. Wells Street, Chicago, Ill.

PROTESTANT HOME for girls, 13-17, capacity 10, needs director at once. There is opening for good housekeeper also. Modern Home situated Rockford, Ill. Please address communications to : Mrs. B. J. Knight, 1302 Boilvin Avenue, Rockford, Ill.

EXECUTIVE DIRECTOR of Community Chest and Council in Eastern City of 50,000, 80 miles from New York City. Experienced in fund raising and public relations as well as council work. 8748 Survey.

CASE WORKER experienced in family and children's work, especially in the latter field, for a small multiple function Jewish agency in a middle size, midwestern community. Opportunities for student supervision, community and group work-case work activities. Salary range between $3,000 and $3,800. 8661 Survey.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.; M. S. degree required; salary range $2700-$3925; appointment within range depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y., CO 7-9700.

CASEWORKERS—Catholic Family and Child Care Agency has two staff vacancies. Salary in accordance with professional training and experience. Opportunity for advancement. At least one year's graduate training required. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

SUPERVISOR OF CASEWORK, for multiple service family casework agency. Interesting and challenging opportunity. Salary range $3600-$4500 annually. Write Director, Jewish Social Service Bureau, 127 N. W. Second Street, Miami 36, Florida.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENING FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.

GRADE I .....$2580-$2936
GRADE II .....$2664-$3312
GRADE III .....$3144 up

APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

N. H. State Mental Hygiene and Child Guidance Clinics
105 Pleasant St.
Concord, N. H.

Dr. Anna L. Philbrook, Director Traveling Clinics under State auspices, serving children and adults.
Conducts 3 weekly clinics and 4 monthly clinics. Location and Buildings have been purchased for residential treatment of children emotionally disturbed.
$180-$200 per month, according to experience and qualifications. Annual increment and increases as merited. Retirement plan.
Work with families and patients.
Opportunity for case work with supervision in play therapy and community mental hygiene education.
2 years professional education PSW major.
Congenial working conditions.
Experience not necessary.
Must be interested in working with children.
U. S. Citizen age 21—Civil Service Exam.

POSITIONS OPEN IN HAWAII

DEPARTMENT OF PUBLIC WELFARE

SOCIAL WORKER: $262.50 (includes $25 monthly bonus). Minimum requirements: Graduation from a two-year accredited school of social work and one year full-time experience in a public or private family case work agency.

CHILD WELFARE WORKER: $307.50 (includes $25 monthly bonus). Minimum requirements: Graduation from a two-year accredited school of social work plus two years' full-time child welfare experience in a public or private agency.

ASSISTANT SUPERVISOR: $307.50 (includes $25 monthly bonus). Minimum requirements: Graduation from a two-year accredited school of social work plus three years' experience in a public or private family case work agency.

All positions open are in rural areas outside Honolulu. Travel expenses from the West Coast to Hawaii will be met for Child Welfare Workers only.

Make application to Department of Public Welfare, Box 339, Honolulu, T. H. Complete summary of training and experience required.

POSITIONS OPEN IN ALASKA
ALASKA DEPARTMENT OF PUBLIC WELFARE

DISTRICT WORKER

Salary Range: $285.00-$315.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.
Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in a supervisory capacity.

CHILD WELFARE WORKER

Salary Range: $270.00-$300.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.
Experience: 1 year in the past 5 years of social work in child welfare.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 **Juneau, Alaska**

WORKERS WANTED

CASEWORKERS for families and children. One year or more graduate training desired. Good personnel practices. Salary dependent upon training and experience. Indiana. 8701 Survey.

WOMAN wanted for executive position in unique Episcopal home for normal, fatherless girls four to eighteen (attending public school) in metropolitan city. Applicant must be Protestant with high educational background and experienced in young people's work; should preferably be between thirty and forty-two years of age. 8741 Survey.

SENIOR CASE WORK STATUS, Masters degree, preferably married, part or full time. Beginning salary between $3,000 and $3,600 dependent on experience. Challenging opportunity to initiate program in fertility clinic, counselling pre-maritals and child spacing. Weekly psychiatric consultation. Planned Parenthood Clinic, 203 Professional Building, Pittsburgh 22, Pa.

SEVERAL VACANCIES in a newly merged Jewish Family and Children's Agency for graduate caseworkers with family or child welfare background. Salary range $2,400 to $3,700, according to experience. Opportunity for supervision. Apply to Mr. Jacob Little, Executive Director, United Jewish Social Service Agency, 91 Vine Street, Hartford, Connecticut.

SOCIAL WORKERS—male. City office State Training School for Boys. Salary begins $3174 including cost of living adjustment; yearly increment $120. Case work with delinquent boys. Accredited graduate school training and case work experience with children required. Apply Case Supervisor, 205 East 42nd Street, Room 515, New York City 17.

WANTED: Carefully trained, educated and experienced Senior Case Worker for statewide non-sectarian child placing agency. Must be able to furnish suitable references. Person with Southern experience preferred. Permanent position assured. Salary range from $3,000 to $3,600. Must have had some experience in administrative capacity. Apply to Children's Home Society of Florida, 403 Consolidated Building, Jacksonville.

CASEWORKERS professionally qualified for agency giving children care in foster homes and in cottage type institution. Worker needed for direct work with emotionally disturbed children under psychiatric consultation; also adoption worker. Write The Children's Center, 1400 Whitney Avenue, New Haven, Conn.

CASEWORKER—with M.S.S. and experience in family and children's work for a small multiple function Jewish agency in Youngstown, Ohio. Unusually good opportunity for case-work-group work integration. Excellent opportunity to learn at first-hand community organization and administration. Salary open, depending upon qualifications. Jewish Family & Children's Service, 646 Bryson Street, Youngstown 2, Ohio.

CASEWORKERS, professionally trained, for family casework agency. Interesting and challenging opportunity . . . . . $2400-$3840. Write Director, Jewish Social Service Bureau, 127 N. W. 2nd Street, Miami 36, Florida.

RATES
Classified Advertising

Display . . . . . 35c per line
Non-display . . . . . 8c per word
Minimum Charge . $1.50 per insertion
Discounts . . 10% on six insertions
CASH WITH ORDER

Survey Midmonthly
112 East 19 Street New York 3

(Continued from page 169)

are available. The program is aided by federal funds under the National Mental Health Act.

In general, the clinic staffs consist of a psychiatrist, a psychologist, and a psychiatric social worker. Patients are of all ages and are accepted regardless of economic status. Some of the patients have come to the clinic of their own initiative, others by referral from courts, welfare organizations, schools, health officers or public health nurses. The division works in close cooperation with county health officers who are in an excellent position to interpret the new service to the community.

There is a full time, all-purpose demonstration clinic in Prince George County, one of a limited number set up by the U. S. Public Health Service in strategic areas throughout the nation. — *From* SURVEY *correspondent Dr. R. H. Riley, Maryland State Department of Health.*

Round-up

How does one become a trained social worker? What is the government trend in group work? These and similar questions were enthusiastically discussed at the annual Round-up of students interested in social work held in April in Houston, *Texas,* under the sponsorship of the Houston Community Council and the Houston Chapter, American Association of Group Workers. Forty-nine students from twelve Texas colleges and universities participated, an increase of twenty-four over the preceding year.

The program of speeches, discussions, and field trips, built around the theme "Social Group Work as a Profession" met with the hearty approval of every student but one. A University of Texas girl complained that the three-day program was not long enough. Six participants have since made arrangements to work with the Houston Settlement Association this summer. One student has decided to specialize in professional girl scout work.—*From* SURVEY *correspondent Alice B. Currlin, Community Chest and Council of Houston and Harris County.*

◆ ◆ ◆

He who is firmly seated in authority soon learns to think security, and not progress, the highest lesson of statehood.

—James Russell Lowell

OUT-OF-PRINT and **HARD-TO-FIND** books supplied; also genealogies, incomplete sets completed magazine back numbers supplied, etc. **All subjects, all languages.** Send us your list of book-wants—no obligation. We report quickly. Lowest prices. **(We also supply all current books at publishers' prices postpaid.)**

AMERICAN LIBRARY SERVICE
117 West 48th Street Dept. G, New York 19, N. Y.
P.S. We also BUY books and magazines.
Send us your list.

PAMPHLETS & PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

ZALAINE HULL
PERSONNEL CONSULTANTS
(Donaldson & Hull Agency)
135 Broadway New York 6, N. Y.
Phone: BArclay 7-8125

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. PL. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

SITUATIONS WANTED

INTERESTED in securing Executive position as Director of Home for boys. Ten years executive experience with pre and delinquent boys. Now under contract but available soon. 8751 Survey.

EXPERIENCED EXECUTIVE desires position with progressive child placing agency or children's institution. Ten years' successful administrative experience with private children's agencies and institutions. Thoroughly familiar with current trends in child welfare. School of Social Work graduate. Married. Excellent references. 8714 Survey.

GRADUATE New York School, substantial executive experience both family and children's agencies, will consider change to agency wanting progressive, up-to-date program. 8742 Survey.

EXPERIENCED EXECUTIVE, male, age 35, desires position with Jewish or non-sectarian children's agency, institution, or welfare council. 13 years in administration, supervision, casework and group work. School of Social Work graduate. 8755 Survey.

MAN, married, age 50, excellent references, experience; psychiatric case work, children, adults; administration, community organization, industrial relations, available. 8716 Survey.

EXECUTIVE (male), wide experience in field of Child Care and Recreation desires connection with active and progressive organization. 8745 Survey.

RECREATION GROUP WORKER (Man), AB Chicago Social Service Administration, 1941; Community Center, Detention Home, Workcamp Experience; Special Training Methods-Materials Group Leadership. Town or Small City preferred. 8757 Survey.

HOMEWORK desired by young woman, two small children, typing, manuscripts, addressing, collating, complete knowledge of office routine. 8750 Survey.

PUBLICATIONS
of the
AMERICAN ASSOCIATION OF PSYCHIATRIC SOCIAL WORKERS

JOURNAL OF PSYCHIATRIC SOCIAL WORK

the only periodical in this country devoted exclusively to Psychiatric Social Work. Subscription rates: $3. per year. Special two-year rate $5.

JOB INFORMATION SERVICE

a bulletin listing nationally available Psychiatric Social Work jobs—distributed to Association members. 25c an issue to others.

SELECTED BIBLIOGRAPHY OF PSYCHIATRIC SOCIAL WORK

50c a copy

For further information write to AAPSW, 1790 Broadway, N. Y. 10, N. Y.

The 1948 Public Welfare Directory

This ninth annual edition lists federal, state, and local public welfare agencies and their administrative staffs. It gives information on interstate correspondence and forwarding center procedures. A summary of the residence requirements of the various states for the different types of public assistance is included.

All who work with public welfare agencies will find the Directory most valuable.

Available June 1948,
place orders now

Single copy $1.80
10 to 25 copies 1.62 each
25 or more copies 1.44 each

AMERICAN PUBLIC WELFARE ASSOCIATION
1313 E. 60th Street, Chicago 37, Illinois

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

This DIRECTORY appears in Survey Midmonthly twelve times a year. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

The University of Chicago
School of Social Service Administration

ACADEMIC YEAR 1948-49

SUMMER QUARTER, 1948

First Term—June 26-July 30
Second Term—August 2-September 4

Autumn Quarter begins September 28
Winter Quarter begins January 3
Spring Quarter begins March 28

ANNOUNCEMENTS

Giving complete program and requirements for admission will be sent on request.

UNIVERSITY OF PITTSBURGH
SCHOOL OF SOCIAL WORK

PROFESSIONAL EDUCATION
for men and women

Leading to the Master of Social Work
and to the Doctor of Social Work

Generic Program and Specializations in

Social Case Work
Social Group Work
Social Inter-Group Work
Social Research

The next section of the Advanced Psychiatric Program on the doctorate level in cooperation with the Winter V.A. Hospital and the Menninger Foundation will begin July 1948.

VOL. LXXXIV NO. 6

THE SURVEY MIDMONTHLY

JUNE 1948

The two Conferences which are reported in this issue will have a continuing influence on both the health and family life of the country. The specific subjects which were the concern of conference deliberations are fully covered in the following pages. We believe this material speaks for itself. Quite aside from the subject matter, however, each one of these conferences provided a demonstration to be admired, even emulated.

Extended Areas

In dealing with a new group, community organizers and other group-workers have long known the trick of focusing attention on a non-controversial issue, of establishing rapport by undertaking some relatively simple and innocuous job or discussing long range objectives that provide no immediate threat. The Health Assembly went much further. It brought together people with every kind of an interest in health and undertook to explore and delineate all the "areas of agreement." Everyone was surprised to find out how broad were the "areas." They fell only a little short of providing a complete pattern for a national health program. They gave ample scope for united action in many directions. But this approach did more. It induced a climate in which even the areas of non-agreement could be recognized and discussed without acrimony. As a technique, it deserves consideration by communities, perhaps even by nations.

Limited Time

The example of the National Conference on Family Life was even more unusual. It decided to disband after it had completed its job. Only a skeleton staff will remain until January, to distribute material and edit conference reports. These may be secured at cost from Mrs. C. H. L. Pennock, National Conference on Family Life, 10 East 40 Street, New York 16.

In his final talk to the Conference, Eric Johnston urged delegates to stimulate local conferences on family life. There were some reports of tentative plans already made. Family life will be well served if, as a result of this Conference, communities throughout the nation convene different professions and groups with differing disciplines to consider the strengths, needs and problems of family life.

This does not necessarily mean new permanent councils on family life. There is hardly a town without a council of social agencies, adult education council, or other community-wide body equipped to sponsor such a conference. The carry-through in local communities will in most instances best be left to agencies and organizations now existing. It is to be hoped that those responsible for local conferences will show the same restraint as those responsible for the National Conference.

The Last Word

As this issue of THE SURVEY goes to press, the last word on social security measures has still to come from the 80th Congress.

Social workers and others whose daily business is with human welfare also await with concern further action on the matter of restoring cuts in appropriations for vital services of the Social Security Administration. Though the need for better coverage looms large, quality of program depends to a great extent on adequate administrative services. Budget items for research and statistics and information were curtailed by 57 percent and 73 percent respectively. Social work representatives, among others, have protested these cuts before the Senate Appropriations Committee, which restored $81,000. Now, President Truman has vetoed the bill because it provides for the transfer of the United States Employment Services from the Department of Labor to the Federal Security Agency.

SO THEY SAY

KINSEY COMMENDED

To THE EDITOR: Allow me to congratulate you on the summary of the sessions of the American Social Hygienists on the Kinsey report. It is very well done. It does not do what *Times* and *Tribune* have steadily stood for—emphasis on balks and criticism and suppressed praise. When the two sides were given by some reporters present, I know the editors cut out commendations. I hope you will let the writer know how heartily I praise her balanced summary of this difficult session. ROBERT L. DICKINSON, M.D.
New York City

I was pleased to see Kathryn Close's article on Kinsey—admirably organized, impartially presented, but carrying an important and effective kick.
Boston, Mass. PORTER SARGENT

A WRONG NOTE?

To THE EDITOR: I was surprised to read in your April "Washington Byways" the "Political Note" making light of Henry Wallace's genuine interest in domestic issues like social security, especially since I had just read a note about Wallace's address to the National Conference of Social Work at Atlantic City on April 21, in which he outlined a social security program. . . . L. A. ELDRIDGE, JR.
Great Neck, L. I.

Editor's note: As reader Eldridge went on to suggest, we did give a brief summary (brief because of our eternal space problem) of Mr. Wallace's address at the conference in the subsequent May issue of THE SURVEY, page 158, under "The Public Welfare."

MISTAKEN IDENTITIES

To THE EDITOR: . . . Dr. Corner is not chairman of the Rockefeller Foundation's Committee on Research in Problems of Sex. He is chairman of the National Research Council Committee on Research in Problems of Sex. The foundation gives money to the council, which sponsors many research projects. One of these projects is the Kinsey study.

DOROTHY MILLSTONE
American Social Hygiene Association

Editor's note: Our editorial face is doubly red—once for the error in identification of the above committee, and again for the slip in photograph caption in the same article, which made Fowler V. Harper, *Lawyer Fowler* instead of *Lawyer Harper.* Our apologies to both Dr. Corner and Mr. Harper.

SAVED BY A HAIR

To THE EDITOR: Please would you permit Japanese student tell you on page 113 April SURVEY protagonist not opposite meaning of antagonist. Protagonist mean him that takes leading part in any great matter; could be antagonist is it not? Humble servant,
New York City K.S.

Editor's note: Our reader is precise and according to Webster. But our author and proofreader escape censure by a technicality. Webster gives us a second definition: "the spokesman or agent for a cause, party, etc.; the prime mover; loosely a champion; advocate; defender."

MEMO FROM D. A.

To THE EDITOR: I have just completed the article by Eleanor Lake on the report of Negro crime in San Francisco, entitled "Memo for D.A." [THE SURVEY, April.] I think she did a splendid job.

It would be my suggestion that district attorneys throughout the country be urged to take a greater interest in some of the underlying causes of crime. They have been glamorized in the press, radio, and newspapers, and could do a fine job of crime prevention.
District Atty., EDMUND G. BROWN
San Francisco, Calif.

MUCH ADO ABOUT MARCH

To THE EDITOR: Congratulations on the March SURVEY! . . . a swell job of reporting. ROBERT E. BONDY
National Social Welfare Assembly
New York City

"Home Town Goes to Washington" . . . brings out the key point of all the meetings most effectively. . . . The italicized introduction is such a graphic picture. MARY K. DABNEY
Community Chests of America

The March SURVEY came today. It would seem that day-by-day it is improving and becomes more interesting because of variety.

LOUIS W. HORNE
Community Chest and Council
Lincoln, Nebraska

CONTENTS

Trusteeship—A.D. 1948 179
ARTHUR MAG
Children's Prisons 182
SHERWOOD NORMAN
Report of the *National Health Assembly:* OSCAR R. EWING, DR. ELLEN C. POTTER, MICHAEL M. DAVIS, QUINCY HOWE 185
Report of the *National Conference on Family Life:* LAWRENCE K. FRANK, MARION ROBINSON, JULIA P. NEWMAN, ERIC A. JOHNSTON 197
Epitomes 210
"Dear Hellard". RACHEL HENRY 212
Washington Byways 213
The Common Welfare 214
Book Reviews 218
About People 219

Copyright, 1948, Survey Associates, Inc.
All rights reserved.

THE SURVEY
Midmonthly

Paul Kellogg, *Editor.*
Thomas Devine, *Executive Editor.*
Marion Robinson, *Associate.*

Associate editors: Beulah Amidon, Ann Reed Brenner, Kathryn Close, Cora Emme, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent Bates; *Washington correspondent,* Nora Piore.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Business manager, Walter F. Grueninger; *Circulation manager,* Rosamond Lee; *Advertising manager,* Edwin F. O'Halloran; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.

A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors

Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretary,* Ann Reed Brenner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B. Scandrett, Jr., Lowell Sbumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus, Biography Index.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Joint subscription, both magazines—Year $6; Canadian and foreign, $7.

Trusteeship—A. D. 1948

ARTHUR MAG

Rich men will continue to leave their fortunes for the benefit of their fellowmen. Their motives may differ. Some may have family disappointments, some may wish to avoid taxation, others may desire to immortalize themselves with their philanthropies, but in most cases they will be inspired by a sincere desire to help the society in which they live. Recognition, however, is growing, that there has been an evolution in the art of giving, as in other activities. Gifts intended to meet a particular need in perpetuity, once generally approved, are now outmoded. Only through flexible trusts can the social vision of the founder be adjusted to meet the needs of our dynamic society.

A few examples eloquently demonstrate the futility of trusts for restricted charitable purposes. Here and in England, thousands of foundations and trusts have ceased to operate. Billions of dollars are lying idle here and there because the needs which they were intended to meet have largely disappeared.

In the Bryan Mullanphy will of 1851, that good Missouri testator gave a huge sum of money in trust for the benefit of poor immigrants passing through St. Louis on their way bona fide to settle in the West. Time paralyzed this trust's usefulness except for the fees periodically paid lawyers in defending its existence in the Missouri courts. Only recently, after much litigation, was it transferred to the general purposes of Travelers Aid in St. Louis.

A $5,000,000 fund, now $8,000,000, was left in 1922 to be spent "to create works of public utility and beauty" but with the proviso that the money was not to be used to maintain whatever it created. Boston has been unwilling to accept the burden and the fund accumulates unused.

Hershey, of chocolate bar fame, established a $60,000,000 trust for a home and school for orphan boys. From the standpoint of cold facts, what he really did was to consign his fortune to a dead letter office. It is the aim of discriminating charity today to make orphan asylums things of the past. Two well-known orphanages in an Eastern city, with an $8,000,000 endowment, are today caring for only about 150 beneficiaries. If Mr. Hershey had investigated the problem he would at least have given his trustees a discretionary alternative.

A somewhat similar situation exists in Kansas City with a fund of almost $1,500,000 taking care of thirty orphan boys. If only the donors had given the trustees the same discretion in the use of the income as they did with the investment of the principal, how more richly could the trustees perform their stewardship and give to the public the social benefits intended by the testator.

Education for Donors

Instances could be multiplied where gifts of well intending but shortsighted donors have become useless, purposeless, impossible.

Recently I was visited by a man who wanted to establish a trust fund for the erection and maintenance of a children's recreation center in the north end of Kansas City. His favorite preacher had interested him. I asked him whether he was satisfied such a facility was not already available, whether other funds had not been established for this purpose, whether the government did not contemplate soon taking over this phase of child welfare, whether Kansas City's $40,000,000 bond program then being formulated would not provide such a plant,* whether he had made a study of the population trends in Kansas City and, finally, would such a building and fund serve a long time purpose. I asked him if he did not think he would be repeating the errors of others who restricted their gifts. He left somewhat confused but after reflection returned to execute a modern, discretionary, charitable trust. He made no mistake but he did leave for the trustees named a serious responsibility.

Now that the modern flexible charitable trust is being adopted more and more, the challenge falls on the trustees. Few are meeting it. Distributions are made either to establish new agencies or for special projects which become the permanent responsibility of the sponsoring trust. Some are selected to meet real community deficiencies, but most of them only because they represent the influence and enthusiasm of a small number of outstanding citizens. Few are promoted as part of a unified community plan. Practically no trustees take into account or join their efforts with others administering funds left for similar purposes. Few are developing long range programs, and even fewer are approaching the problems in a scientific way. Only the very large trusts operating nationally and internationally have acted as pace setters and pioneers.

That this challenge is not easy to meet is well demonstrated by the experiences of the trustees of the Carrie J. Loose Fund in Kansas City. Here was a model general charitable trust amounting to about $2,000,000. Since 1931, when the litigation involving its validity was successfully defended, the trustees have almost doubled the capital account and at the same time distributed to Kansas City institutions and agencies from income approximately $1,750,000.

Arthur Mag, prominent Kansas City attorney, is one of the Foundation trustees who played a major part in the developments reported in this article.

The staff of Community Surveys, Inc., which conducted the survey that Mr. Mag describes, consisted of: Thomas Devine, survey director; Bradley Buell, chief consultant; Howard Strong, associate director; Reginald Robinson, pilot study; Paul T. Beisser, assistance and social adjustment; David F. DeMarche, private recreation; John W. Herring, adult education; Ross P. Kandle, M.D., health; Alonzo F. Myers, higher education and culture; and Homer C. Wadsworth, public recreation.

* **Six months later, Kansas City did vote $2,000,000 for recreation centers.**

With the depression of the Thirties, it appeared necessary to devote most of the income from the fund to relieving individual needs. By making almost $250,000 available before the federal and state governments were organized to handle relief, bread lines in Kansas City were prevented. The aged whose families could no longer support them were taken care of; children were housed, clothed and given medical attention; and the funds of the agencies in many other fields which the community chest could not adequately finance were augmented. Over $100,000 was distributed to Catholic charities which were not participating in the community chest. The trustees helped start the Jewish Welfare Federation of Kansas City with $25,000 and continued this for a few years until it could take care of itself. Supervision for twenty playgrounds in Kansas City was provided, when there were no city funds for this purpose. Scores of agencies in almost every welfare and health field now display plaques stating:

This Institution is a beneficiary of the Carrie J. Loose Fund established by her son Harry Wilson Loose.

It was not an easy program. In some years the trustees screened applications from over eighty institutions and agencies. Each petitioner was convinced that his cause was exceptional. A few proposals were excellent, many good, but a large number commonplace or mediocre. Much was accomplished during this period without making any long time grants, assuming any permanent obligations or putting money into brick or mortar. It was done without relieving the public of responsibility for those agencies supported through the community chest, or otherwise.

Some years before the war, the trustees realized that the extension of the functions of government through city, state, and federal welfare programs would soon provide for most of the city's basic needs. They recognized that they had to adjust themselves to the shift in the concept of government obligations, to reorient their interests.

In determining what new fields to enter, the trustees felt the need for an analysis of Kansas City, its human resources, its physical and financial assets, its people and all other pertinent factors which might affect their conclusions. To this end and after long investigation, Community Surveys, Inc., of New York City, was asked to make a rough inventory or "pilot plant" study of Kansas City's services and major social problems. Some intersting basic facts were soon brought out—some of which were known by many but appreciated by few.

There are in Kansas City over one hundred agencies, public and private, doing some form of family and child welfare, health and educational work. Over $7,000,000 is now spent annually by scores of units of Kansas City in the complex field of family and child welfare alone. More than $21,000,000 annually is spent in all fields of general community welfare, yet no long range programs appear to exist and the work that is being done, while worthy and in some instances excellent, is more often commonplace. As elsewhere, there is overlapping, confusion in respect to functions, a clinging to traditional services in the face of expanding public programs, rising costs and a dilution of standards of many agencies.

Having obtained an outline of the more urgent problems and needs, the trustees of the Carrie J. Loose Fund invited other foundations and trusts in Kansas City to join them in calling in specialists without local affiliations or prejudices to study intensively the fields of health and social welfare, recreation, culture, and higher and adult education.

The trustees of three other large funds promptly saw the value of the program. An informal understanding was reached to consider jointly (1) Kansas City's over-all needs as the basis for the support of specific projects by each fund; (2) a plan for continuous review of the total needs and services in the fields to be included in the study before making a final decision about any particular activity; (3) the acceptance of the principle that the expenditure of money for any specific project should be governed by its relationship to the total community program; and (4) that it should be not only a "worthwhile" activity but one which would provide the greatest possible benefit to the people of Kansas City. So far as we have learned, it is a joint undertaking without parallel.

Specialists and Citizens

Community Surveys, Inc., then was employed to send to Kansas City a staff of specialists under a supervisory director to survey and report their detailed findings and make recommendations with respect thereto. To assis the trustees of the participating trust in evaluating the counsel of this sur vey staff, six of Kansas City's leadin citizens representing different walks o life and interests were invited to ac as an advisory committee. They to gether with the trustees have met reg ularly as the studies progressed. Afte almost five months the report, com prehensive and excellently prepared, i in the hands of the trustees and thei advisory committee for consideration.

These experts have placed before th trustees of four large Kansas Cit trusts the significant up-to-date fact upon the resources of Kansas City an the emerging needs of the community They have pointed out what the city county, state, and federal governmen are already doing, should be doing, an plan to do. They have revealed wha programs already are in progress t relieve, cure or prevent, what over lapping exists and how it can be erad cated; what cooperation there is o should be between voluntary agencie themselves or between them and th tax-supported agencies; what privat agencies have started or soon plan t start campaigns for large capital ex penditures; what facilities exist an are not being fully utilized; wha functions should be transferred to pub lic agencies; what services are lackin or inadequate and how these should b supplemented; how new projects wi fit into the over-all community patter and which will do the most good fo the greatest number and how the inte est and cooperation of the public ca be obtained for them—all to the en that some of the causes of adverse so cial conditions may be remedied an Kansas City may be made a bette place in which to live.

They have revealed the importanc of current and complete informatio about community problems; that with out extensive, factual data objectivel and continuously collected and inte preted, without pressure of any sor there can be no long time welfare plan ning; that armed with basic facts in telligently analyzed, an influence o community life can be exerted far ou of proportion to the amount of mone spent.

The survey report or pertinent par thereof will be supplied to trustees o other trusts; to all divisions of gov ernment, to committees of citizens, t all voluntary agencies and institution operating in Kansas City, and to othe who may desire to establish foundation

so that new and existing projects may be soundly evaluated on a factual basis, and planning may be done for the city as a whole as well as for specific areas and populations.

Open Membership

The participating trusts are establishing a Foundation Council of Kansas City to which any trust or foundation with funds available for Kansas City purposes may be admitted to membership. The obligations of each member will be (1) to submit any request for a new project or development to the council for study before acting thereon, and (2) to pay its share of the accrued administrative expense until it withdraws.

All applications for aid will be referred to the executive director who will study and comment upon them before final action by the council. The council will also have the benefit of a research staff and its never-ending analyses and studies made independently of the executive director. If the council approves a project, each foundation or trust will individually decide for itself whether it will sponsor or financially aid the project. After approval, the executive director will be charged with the responsibility of seeing that the project is integrated into and coordinated with the existing services in Kansas City. He will see that public interest is developed in that project and plans carried through for the reduction and subsequent elimination of foundation support.

The trustees of each of these trusts have voluntarily submitted their stewardship to the jurisdiction of a court. Just as the trustees of the Carrie J. Loose Fund have done for years, each will semiannually report its adminstration to the court, the attorney general of Missouri, and the press. The beneficiaries of charitable trusts are the public. It will be kept informed and periodically accounted to even though there is no law in Missouri requiring this.

Thus, the trustees of four large charitable trusts in Kansas City are meeting their challenge. It is hoped others will join them. Each trust will maintain its independence, its autonomy, its vitality, its identity; yet through cooperation and at a low cost to each, together they will furnish the key to progressive improvement on all fronts. As a consequence, great practical benefit can accrue to public and private agencies, through reduction of waste, revision of programs, increase and improvement of established com munity services, and inauguration o new ones.

Possessed of facts, these trustees will approach their problems of distribution on a scientific basis. They will be enabled to take, and help others to take, the long view. They will consider projects in their relation to the total community needs, and can select those which will provide the greatest benefit for the greatest number of people. They can be the standard bearers of excellence, providing for the growth and expansion of the experimental activities in neglected fields. They have adopted a modern philosophy of stewardship of charitable trusts, and will meet more fully their responsibility not only to the donor but to the public.

What's New?

From **THE SURVEY** *(then Charities Review) 1908*

The experiment has been on trial in Liverpool since 1873, with the most satisfactory result . . . The various charities agreed to present their claims for public support on one sheet, and to make their collections through one office. The first result was to cut off that very objectionable feature of all charities, the very heavy percentage paid for collection, and the next to get rid of indiscriminate begging and giving. Now, after twenty years of experience, there is distributed at the beginning of every year a list of ninety-eight charities, guaranteed by a central committee as worthy of help, and on this list, sent to about 15,000 persons, each subscriber sets down and divides at his discretion his charity subscription for the year, and in some cases a general subscription is made of money to be distributed at the discretion of the central committee . . . Lynn, Massachusetts, is now trying this plan for the fourth year.

At the evening meeting of this section the dominant thought brought out . . . was that good administration of public aid is an integral part of good municipal administration, that politics must mean the promotion of the welfare of the poor and of public, not of partisan, interests.

Dr. F. H. Wines . . . took the attitude that to some extent public relief should be given to the dependents of the state as their right, and not as a charity . . . The question involves problems reaching to the foundation of our social organization.

One of the physicians who spoke, and who seemed to be interested in some provident scheme whereby medical treatment would be given at a cost of a dollar a year per person, made the somewhat remarkable statement that no person with an income of less than $3,000 a year could afford to pay the usual fees for medical treatment.

Mr. Richard Guenther stated . . . that it was desirable to have the laws of the several states as to legal settlement of dependent persons uniform, so that the responsibility for the support of such dependents could be readily determined, and the frequent friction between different states as to such responsibility avoided. . . .

Children's Prisons

SHERWOOD NORMAN

Field Consultant, National Probation and Parole Association

Ask an adult criminal why he has a grudge against society, and time and again he will mention one crucial period in his life—the first few days after he was picked up, as a youngster, for some act of juvenile delinquency. Bad handling, indifference, the nights spent in jail with thieves and prostitutes, the feeling that the adult world has already written him off as a "criminal"; these things have had a profound influence in confirming a child's resentment of all authority, his feeling of fatalism and despair. When society—in the person of the police, the probation officer and the detention home staff—feels that it must detain a child, it understakes a great responsibility—and meets a great opportunity. It is at this moment of crisis in a child's life that a delinquent may find a helping hand, or be pushed fatally far into the path of antisocial behavior.

How do we, in the United States, handle this detention period?

For the most part, very badly indeed.

In this year of 1948, from 1,000 to 5,000 children are going to spend the day on which you read this article in some city or county jail. (Only two states—Connecticut and New Hampshire—claim *never* to use a jail for children.) Most of these jails have been rated by the Federal Bureau of Prisons as not meeting even minimum standards for adult prisoners. In some cases, the children will be separated from adult prisoners. In others, they will be in contact with all types of human wreckage.

And nearly all these children in jail will be detained for juvenile courts which were established to save children from adult criminal procedures!

Other thousands of children will be held, today, in "detention homes." The name has a comforting sound. What of the actuality? Some are prepared to do a constructive job, but the sober truth is that few detention homes are equipped to meet the great challenge and opportunity of those crucial days between a child's arrest for a delinquency and his hearing in a juvenile court.

In the first place, homes are usually called upon to handle far too many children of widely varying needs. They are, too often, a convenient dumping ground for all kinds of youthful human problems; a safe place in which to keep difficult or troublesome children in cold storage until the adult world can decide what to do about them.

When young Johnnie Doe runs afoul the law, society must, of course, step in for two reasons; first, to flash a stop light in front of Johnnie and let him know that his behavior is not approved; and second, to protect the community against further misbehavior. Unfortunately, too many towns and counties still think both these aims can be met, neatly and easily, by keeping Johnnie under lock and key. We suffer in this country from a sort of "lock-up complex," a panicky desire to put our social problems behind bars. In two of our large eastern cities, at least *one third* of the children detained by the police are released by authorities the next day as not needing detention.

When Johnnie Doe finds himself in this group he spends a night in an atmosphere of delinquency contagion climaxed by five or ten minutes attention from the court or a court representative the next day. If trained probation officers were made available to offer casework services at this critical time, the cost to the child and most of the cost to the taxpayer ($4 to $10) could be saved. It would be unfair not to recognize the heroic efforts of many untrained workers to do work for which they are inadequately prepared.

Casework vs. Detention

Very few children coming to the attention of the court need ever be detained. Those who do need detention fall into two groups:

1. Children whose behavior is so serious, who are so beyond control, that parents or guardians cannot prevent a repetition of acts which are dangerous to others or to the children themselves.

2. Children whose presence in the court, whose return to another town, or whose final placement, can only be guaranteed by detention.

The responsibility for avoiding the wholesale locking up of children rests with our courts, not with the police or a detention home superintendent. Any child picked up by the police should be brought directly to the court during its office hours. After court hours, the police should be asked to cooperate in a mutual agreement on which children actually need detention, and on such important items as informing the court of all children apprehended, whether or not they are detained.

To keep the number of children detained to a minimum, and yet use the crucial time after a delinquent act for beginning the process of rehabilitation, the court must offer probation casework services to the delinquent and his family during the entire time until the court hearing is held. When this is done, a child can remain under supervision in his own home unless he is one of the minority actually needing detention. The cost of good casework services in the court can be balanced against the money that would have been spent in keeping these children in a jail or a detention home. Casework in the home is the best form of "detention" for most children.

Let us remind you of other ways in which detention is abused, besides the common one of using it as a convenient cold storage system for troublesome youngsters.

For one thing, detention homes for delinquent youth are too often used as shelters for dependent and neglected children. You cannot mix the mothering of homeless tots with the care of delinquent adolescents who are under arrest. Detention homes should *never* be used as catchalls by other agencies which have failed to provide proper shelter care.

Again, detention should *not* be used as a punishment, to get back at a child, or because a child seems to have a "bad attitude."

It should *not* be used as a bogeyman to scare school truants.

And—again—it should never, never be used to keep children "on ice."

When detention is used for any of these purposes, the juvenile court may, all unwittingly, be contributing to delinquency.

What should a good detention home provide for the minority of delinquent children who actually need to be detained?

First, of course, safe physical care and custody. (Most places of detention, unfortunately, think this item summarizes their entire job.)

Second, a full program of activities and a casework approach to the child's immediate problem. (This means offering mental, as well as physical, hygiene.)

Third, an understanding study and observation of the child on a twenty-four hour basis in order to provide the court with information about his potentialities and about his response to treatment. (This means giving the court a professional report to supplement the probation officer's social investigation.)

Tackling the Job

Most detention homes, even the so-called "good ones," do not begin to tackle this job.

Most detention homes in America today are suspiciously like children's jails, in spite of the well-meaning people generally in charge. When they speak of a boy's problems they usually mean *their* problems in handling him, not *his* problems to be understood and skillfully handled. There are no caseworkers in the average detention home. The probation officer, who may be experienced in this field, is too busy gathering data about the social background of the delinquent, or supervising fifty-odd children already on probation, to spend time with a new boy in the detention home.

In most homes, there will be many rules and regulations, many punishments and threats of punishment, to intensify the delinquent's feeling that he has the world against him and has to fight it hard. In most homes, there will be boys and girls of all ages, all degrees of intelligence, from superior to feebleminded, all stages of health from bursting vigor to crippled or epileptic, all stages of education and culture—and all degrees of disturbance, from the mischief-maker to unlimited energy to the actual psychotic. The only thing they have in common, the superintendent often feels, is their troublesome character.

In a few of the better detention homes there is some recognition of the important fact that the social and emotional problems of these children are deeper, more permanently important, than their immediate misdeeds. But with meager staffs and untrained, poorly paid workers, no detention home, however enlightened, can hope to offer the sort of program these youngsters desperately need. The children are given a few entertainments from time to time; and there is the endless round of cards, comic books, and checkers. Disobedience is punished, and everyone is treated as much alike as possible while their idleness is being supervised. The main objectives are simply to keep the children from running away, to provide good physical care, and by means of busy work to keep the sort of order which will present a smooth front to the taxpayers, few of whom realize the extreme instability of most of these children.

What could—and should—our detention homes provide?

Certainly, since delinquency is the result of bad conditions of mental hygiene—using the term in its broadest, modern, socialized sense—the home should offer good mental hygiene for its inmates. This means that it *must* offer professional casework and groupwork services or, if these services are not available, at least keep the casework and groupwork approach.

The Tools to Use

People are afraid that to offer a delinquent a full and varied program will give him a good time and seem to condone his antisocial behavior. The effect of such a full program is rather to convince the youngster of society's genuine concern for his life. He must be made to feel this concern whether he stays for hours or for weeks. Such a program is not a sugar-coating device, or a way of "keeping the kids busy." Properly handled, it can do four invaluable jobs:

1. It can keep a child growing, mentally and spiritually nourished, instead of in a living death.

2. It provides a medium in which adults can meet the children and establish a genuine relationship, basic to any understanding and sympathy, and absolutely vital to delinquents at war with the adult world.

3. It gives the delinquent opportunities for achievement and for personal success, as a preliminary to his later rehabilitation.

4. It gives the staff and the court material for diagnostic purposes.

Actually, the shorter the detention period, the more important it is to provide these intensive program activities. We realize more and more today that this moment in the delinquent's life is crucial, and must be looked back to by him as an opening door through which he walked into a more satisfactory life, instead of a prison which made him ready to resist rehabilitation.

In a constructive instead of punitive detention home, a boy would be given an orientation interview, soon after his admission, by a skilled worker who would welcome his outbursts of feeling or observe his withdrawal without any feeling of pressure, since she would have other chances to interview him during his stay. Such a worker would be given no supervisory or administrative responsibilities, so the youngsters she talked to would be less likely to identify her with the disapproving adult world. In a large home, there would be one of these caseworkers to every twenty children; in a very small one, unable to afford extra help, the superintendent would be expected to have casework training.

In contrast to the usual youth-against-staff undercurrent in today's detention homes, the constructive tradition in this ideal home would be well established *among the children themselves,* however short their stay. Such tradition can be built up, over a period of years, by deliberate, planned effort on the part of a staff truly united in philosophy and purpose. The juvenile underworld soon finds out, usually through the grapevine, whether those people at the detention home are on the square or whether they are like all other adults, not to be trusted.

In this modern, understanding detention home, children are separated into small groups of fifteen or less, according to their different ages and problems, instead of being jammed into the usual bull-pen of a huge dormitory or recreation room. Each unit has at least three activity rooms: a reading and quiet room, a rumpus room, and a project room for creative activities, all arranged in such a way that there can be visual control.

A year-round school operates in such a home; and in addition, there are trained groupworkers to carry on an after-school and weekend program.

When young Johnnie Doe comes

into such a home, he will try to test its usual reputation for understanding youngsters. He may find that there are slips and errors—there are bound to be; but he will find that, on the whole, he can't crack the home's defenses. He can't get the staff's goat, and bring down those admiration-getting punishments, to raise his status with the gang. Instead, he is met with a calm reasonableness which finally forces him to face his own problems. When he does, he is apt to let down the hard-boiled mask and reveal the young fears, anxieties, and resentments which lie back of his behavior. These revelations, plus the home's psychological studies and its summary of his interests, prove invaluable to the court in finding the best plan for the youngster.

A good detention home report reveals far more of a child's problem from the child's point of view than a probation officer can possibly gather from his social investigation alone. For instance, a detention study may reveal, for some Johnnie Doe, the extreme wisdom or utter folly of a foster home placement. A detention home report plus a probation officer report may spell the difference between a new and hopeful life for Johnnie Doe or a life of crime costing society many thousands of dollars.

Spending for Results

All this is ideal, you may agree, but two practical questions remain to be answered.

One: How can the smaller counties afford a really good detention home?

Two: Can our county authorities ever be convinced that they should spend so much on what seems to be an elaborate program?

The smaller counties, today, often use subsidized boarding homes for detention. These serve the important purpose of keeping some children out of an adult jail, but seldom the older or more disturbed youth. An old residence, remodeled for detention purposes, is sometimes used, but since the physical set-up is necessarily makeshift (often a firetrap) it cannot meet all the special demands of detention care and some children, in the end, are sent to jail anyway.

Certainly, counties with a population of 100,000 or over should be able to build special detention homes, secure enough so that no child need ever spend a night in jail, and so well designed and well staffed that they have none of the flavor of a children's jail. Counties with smaller populations can construct small fireproof shelters especially designed for security and ease of supervision. In these homes, built to look like private houses, qualified couples could be employed to receive children on a per diem basis.

In the smallest counties of all, there may not be enough children needing detention to justify any building at all. (Certainly, no building should be started without a careful study of the need.) Since the state must pay for the care of delinquents who reach state training schools, it seems reasonable to ask the states to assume some responsibility for helping these smaller or poorer counties. A penny spent locally may eventually save a dollar for the state.

Several states have already taken the lead in offering help to counties needing it. Four types of state responsibility have been tried: supervision and licensing; a subsidy to local communities meeting minimum standards; partial state control; and actual state operation of regional detention homes, serving several counties. The per diem subsidy plan has not worked well in practice. More promising is the Virginia plan through which the state pays all maintenance and supply costs and two thirds of the salary for detention home workers.

Connecticut offers the most encouraging plan to date. It operates three regional homes, serving the entire state. While most communities can cut down the amount of jail detention for children with ingenuity and determination, it seems very unlikely that we can keep children completely out of jail until all states offer these regional homes. Such homes, operated with high standards, and including some casework and groupwork, could make it possible for our juvenile courts to operate far more effectively in the years to come.

As to the pay-off question—persuading our local and state governments to spend the amount of money needed for good detention care—that can be answered only by all of us, speaking together. We need the strength of our own convictions. We need more demonstrations of what we already know. We need far better public relations for the social work profession as a whole, to have an informed electorate back of us. Public ignorance of social agency structure and of social needs is appalling. Once there is conviction, there will be pressure; and once there is pressure on any governmental structure, funds have a way of coming forth.

THERE IS A TREMENDOUS JOB TO BE done in our states and counties if detention homes are to help cure children instead of contributing to their delinquency. The best detention homes of today are what the average detention homes should have been in 1920, in spite of all their modern devotion to clean tiles and white linens. We are already too far behind the times, but with more public information, more determination from all of us, the detention home of tomorrow can be something more than a children's prison, something more than a way of keeping our sick and unhappy children in the social cold storage that is the detention home of today.

Definition

A community is a group of people residing in geographical proximity, with a common concern for the conditions, facilities, and services that affect their day-to-day living.

On May 1-4, over 800 representatives of medical, public health, and lay groups met in Washington on call of Federal Security Administrator Oscar R. Ewing, to discuss the nation's health needs. In the following twelve pages Mr. Ewing and four participants in this National Health Assembly discuss its meaning and report on some of its highlights. Agnes E. Meyer is publisher of the Washington Post. Dr. Ellen C. Potter is deputy commissioner for welfare of the New Jersey Department of Institutions and Agencies. Michael M. Davis is chairman of the Committee on Research in Medical Economics. Quincy Howe is a commentator for the Columbia Broadcasting System.

Essentials for National Health

OSCAR R. EWING

The National Health Assembly, held in Washington the first week in May, has been widely hailed in the press as "the most successful event of its kind in the history of the United States." The success of the Assembly rested on a most unusual measure of cooperation between scientists, laymen, and public officials. From the first session, all three groups were infused with the realization that health is everybody's business—it is not the monopoly of the doctors or the hospitals or the sick, but the urgent concern of us all. I think most of those who were there would agree with me that it was in a very genuine sense a thrilling occasion, because all of us—even those who came as skeptics—were caught up in the vision of a great goal: better health for all the people.

There were three major reasons for calling the Assembly:

First, I needed advice and assistance in shaping a ten-year health plan, in response to President Truman's request for such a program. This, he made clear, was to be not just a paper plan, but a working scheme for progress along many lines. "I am convinced," the President wrote, "that we have scarcely scratched the surface, and that as a nation we can make rapid progress in the immediate future." Clearly, such an undertaking called for the active cooperation of many interested and expert people, in and out of government.

Second, only such a body could map the areas of agreement and disagreement on health problems. To me, and to many others, one of the outstanding achievements of the Assembly was the narrowing of the important areas of disagreement, the discovery of how large is the common ground of the experts in the many fields of health.

Third, the Assembly was called because it is high time for a widespread, popular health movement in the communities where people live. Look back to the war years, when we had millions of volunteers working through the Red Cross, Office of Civilian Defense, and other agencies. All those ardent, self-sacrificing men and women, boys and girls, were bound together in a commonality of interest, their eyes on a single objective. Think what could be accomplished by harnessing the same drive to the solution of local health problems, to the stirring task of preventing disease and disability, of seeing to it that everyone who needs medical care receives it. We need thousands of local groups throughout the land, microcosms of the National Health Assembly, representing all groups in the community, planning and working for better health care.

Ten Year Plan

While preparing this article, I also have been engaged in the task of completing my report to the President. In outlining a ten-year health plan for the United States, it is needless to say that I am drawing heavily on the materials and the findings of the fourteen Assembly sections.

The purpose of this brief discussion with THE SURVEY readers is not to preview the report, nor summarize the conference proceedings. The major findings of the various sections are presented by other writers in this same issue. But I do want to underscore here what seem to me some of the essentials of any adequate health program for this nation, as they emerged from the reports and discussions of those four splendid days.

These essentials are really a call to action in three major fields:

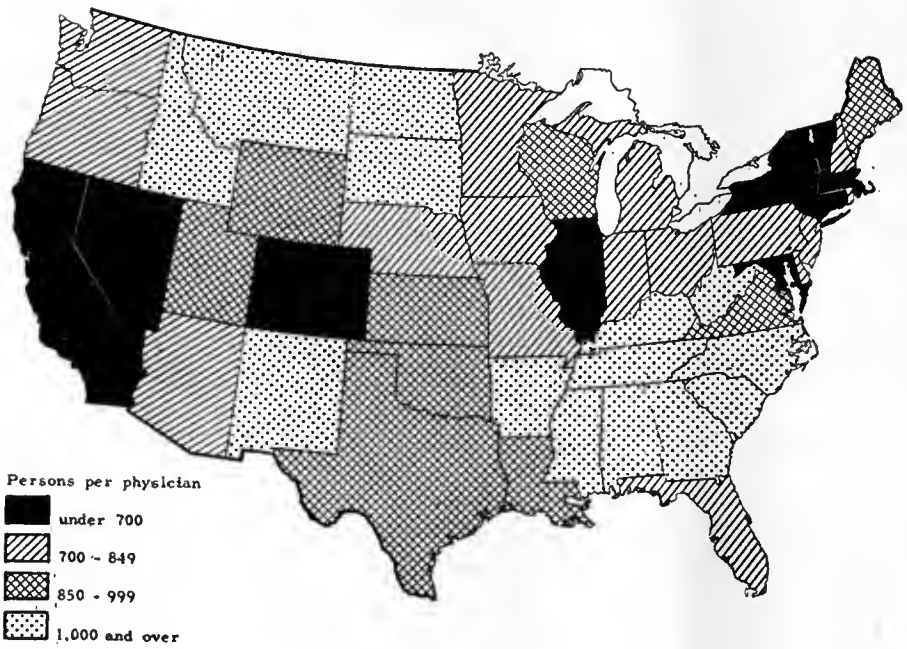
First, we need action in areas of shortage—manpower, hospitals, public health organization, and facilities. The findings of the Assembly made it all too clear that we do not have enough doctors, dentists, nurses, medical technicians, and public health workers of all kinds. We do not have enough hospital beds, particularly for mental cases and for the victims of heart disease. We are short on public health facilities. One third of the 3,070 counties of the nation do not have a full time public health officer. In those that do, only 3.4 percent of the people are served by health departments with enough staff and facilities to meet accepted minimum standards.

In addition to shortages, we have bad distribution. Shortages are more acute in some states and regions than others; more acute in rural areas than in big cities; more acute among Negro Americans than among white Americans. We need to expand our professional schools and training centers, raise the standards of many of them, make it possible for able and ambitious young people to finance their professional education. We must face the fact that many areas—most rural communities, for example—simply do not have the funds to support adequate medical care.

How are we, as a people, to provide all the training, all the equipment, all the services we need if we are to be a truly healthy nation? This was one of the most urgent questions raised by the Assembly. Some answers were offered. They call for study, decision —and *action*.

Second, we need to take definite steps to abolish discrimination in training

RATIO OF POPULATION TO PHYSICIANS, 1940



and in health service. Here education is the crux of the problem. Obviously, an ignorant nation cannot be a healthy nation. We need to revamp our scheme of things, so that the 6,000,000 children of school age who are not now in school will have their fair chance. At present, they are receiving virtually no preparation for adult life in the modern world. Then there are the inequalities which condemn some groups to inferior preparation for healthy, satisfying lives—rural children as against urban children, Negro children as against white children, Americans of Mexican descent as against young Americans of other national strains. Particularly do we need to redress the injustice which curtails the number of able young Negro Americans who can get education and training—preparatory and professional—for careers in medicine, dentistry, nursing, research.

Our failure to train Negro medical personnel has serious consequences. Today, for every 4,400 Negroes in this country, there is only one Negro doctor, as compared with one white doctor for every 850 of the white population. I realize, of course, that physicians of one race often treat patients of the other, but these figures represent a grave disparity in opportunities for education and training. Hospital facilities and the services of medical centers are even more inadequate than the number of Negro doctors, dentists, and nurses—and this in spite of the fact that Negro Americans represent 10 percent of the total population.

Third, we must solve the problem of paying for medical care, so that the costs of sickness will not break the backs of families, and so that modern medical care to prevent illness and conserve health will not be beyond the reach of the average family budget. This was one of the great new areas of agreement staked out by the Assembly. Distinguished spokesmen for the American Medical Association joined with representatives of labor, farmers, consumers, and other groups in declaring that "the principle of contributory health insurance should be the basic method of financing medical care for the large majority of the American people."

There are various alternatives proposed for action here. I myself am on record as favoring compulsory health insurance, but I am not intransigent. National health insurance is not a goal in itself. I see it as the best method of reaching the real goal—to bring medical care to all the people. If anyone can show me a better method, I'll switch like a shot.

Watch Towers

Out of the Assembly discussion, it seemed to me that four medical-scientific problems loomed up above all others. These were mental health, geriatrics and chronic disease, child care, research. Volumes could be written about each of these. I can only point to them here as the great watch towers along the border between what we have and what we need in knowledge, and personnel, and facilities.

Looking back over the Assembly as a whole, I am impressed again by the spirit in which it worked. Seldom, it seems to me, have professionals and laymen discovered such a vast and significant range of common interest. Let me quote two telegrams that particularly heartened me. Dr. Morris Fishbein, editor of the *Journal of the American Medical Association,* wired: "Again my sincere congratulations on the best meeting of its kind I have ever attended in Washington."

And this came from the Reverend D. A. McGowan, director, Health and Hospitals, National Catholic Welfare Conference: "You have broken down barriers that have kept honest people apart. I see no reason why your objective of health care for all the American people, regardless of race, color or creed, cannot be achieved. . . . You have laid the foundations of a better understanding at every level of a problem that has plagued us for many years."

What is the next step in putting to use the material and the findings of the Assembly? I can, of course, give only my own view. My hope is that out of this meeting will come, before long, a real working formula for the community.

What does the local community require in order to organize a drive for better health? First, a measure of what it has; second, a measure of what it needs. The difference between these two totals represents the health deficit of the community. No family, no business can set to work to wipe out a deficit without knowing exactly where it stands. It is the same with a health deficit, but at present we do not have the tools to measure that. To measure a budgetary deficit, all we need are dollars-and-cents totals. Dollars and cents enter into a health deficit, too. But there are more significant criteria, and these we need to define and learn to use. They are essential for measuring the deficit, and they are essential, too, for measuring progress in climbing out of the "red."

Eventually, I believe we shall have specific blueprints by which a community can go forward. Given the size and shape of its health deficit, it will be possible for the community to get clear and accurate plans for progress. To develop these criteria and draw these blueprints seems to me the next great task of lay-professional cooperation in the health field.

Many people have asked me about the future of the National Health Assembly. Because of the spirit generated at the Washington meeting, they feel that it should go on, that there should be similar meetings at stated intervals to evaluate progress, consider needs, indicate lines of effort. This question will be answered by the executive committee which is to meet within a few weeks. If the National Health Assembly disappears from the actual scene, it will have made a permanent contribution. It furnished invaluable materials for shaping a ten-year health plan. It gave a tremendous impetus to health efforts all over the country. It provided an amazing demonstration both of interest and of readiness to act—enthusiasm not only in breadth but in depth.

But above everything else, it seems to me the achievement of the National Health Assembly was the creation of a new climate of understanding, a new, united will to lift the health standards of the people of this country.

Getting Services to People

AGNES E. MEYER

Most significant result of the National Health Assembly was the creation of a bridge between the medical profession and consumer groups. For in those three days of discussions, areas of agreement were discovered and outlined by representatives of the American Medical Association, farm groups, organized labor, the cooperative health federations and others interested in better health protection for the nation. Thus the democratic process staged a victory over dangerous group tensions that were predicted to be irremediable.

Therefore, the Assembly accomplished its purpose, for it was called by Federal Security Administrator Oscar R. Ewing, at the request of President Truman, to establish such areas of agreement as a possible foundation for a ten-year health program for the nation. Its operative machinery consisted of fourteen sections on various subjects, formed by an executive committee appointed by Mr. Ewing.

As THE SURVEY asked me to report specifically on the conference's deliberations and findings in respect to the provision of health services, I will here focus attention particularly on the sections on professional personnel, hospital facilities, local health units, rural health, and community planning.

One of the most urgent of all the recommendations came out of the section on local health units, chaired by Dr. Haven Emerson.

Full time local health departments in every city and county, or combination of counties, are essential to a strong health program, this section reported. This recommendation is already embedded in a bill now before the Congress (S. 2189) that would provide federal aid to strengthen local public health units and increase their number so that there will be a nationwide coverage.

The section also pointed out that local and state health councils, made up of all agencies and individuals concerned with health, as well as business, banking, and industrial groups, should cooperate with health department officials to plan the local program and keep it close to local needs. The consensus was that these councils must arouse the interest, aggressive support, and participation of the entire community in a medical program that is both preventive and curative. It was suggested that the councils emphasize the basic importance of local control of health programs, the primary need for health education, the necessity of removing inequities in medical facilities as between communities and between economic groups in the community, and the values to be derived from lowering high death rates and decreasing incidence of disease and accidents.

Retail Stores

Adequate housing, a living wage, education, recreation, and a good environment, as well as good working conditions, are all involved in physical and mental well-being, it was pointed out, and must be considered part of an over-all health program. However, the success of such broad areas of endeavor is likely to hinge on the provision of adequate local health services. Basic to such services are local health units—the retail points for distribution for complete medical care.

The discussions brought out some of the problems created by the present insufficiency of such units. At present, 40,000,000 people are not reached by local health programs and many others are dissastisfied. The lack of prevention and referral services puts a heavy load on medical care. Where health units do exist they are often tucked away in a cellar room of the court house or jail.

Participants in this section pointed out that the various functions of a health center should involve: a mechanism for tabulating vital statistics and interpreting their significance; control of communicable diseases; sanitation; diagnostic and laboratory procedures; hygiene of human reproduction; information on health education and laws of living.

Such retail health stores will have more and better goods for sale as medical education and research go forward. Local health programs also involve the need for more factual information as to how many doctors, nurses, other medical personnel, and hospital facilities are actually needed in each community. The discussion revealed that at present local health departments meeting the minimum standards are available to less than half of the nation, while two sevenths of the population, largely in rural areas, have no local health units whatever. People today are clamoring for security for their families, the community, and the nation. They must be helped to recognize that the most important factors in security are good physical health and stable emotions.

The section on personnel, under the chairmanship of Dr. Algo E. Henderson, pointed up the great need for more doctors and nurses. This need has been accelerated by a growth in population, increasing federal, state, and local programs, and greater health consciousness on the part of the people. The participants' estimates as to how many additional medical schools and

doctors may be required were uncertain. But they made it clear that whatever steps are taken to extend medical training, the high quality of our present medical education must and will be maintained.

The personnel section also recognized the importance of training more Negro physicians. This problem is part of the larger problem of improving opportunities for the education of Negroes in general if the number of Negroes qualified to enter medical schools is to meet the acute demand. Here will be the area where follow-up work will be urgent, if this recommendation is to be quickly and effectively implemented.

It was, however, recognized that better general education is also needed by other medical school applicants. Though the best medical schools can still get students of high quality, one eighth of the students in other schools are not proper material. The number of well-trained applicants has decreased as teacher training for the grammar schools has gone down. The bottleneck of talent is at the lowest level of education.

The section on hospital facilities, under the chairmanship of Dr. Charles F. Wilinsky, estimated the need for more hospital beds at 265,000 general, 291,000 mental, 85,000 tuberculosis, and 245,000 chronic disease. This deficit, it was conceded, cannot be met within the ten-year limit set by the President. The Hospital Survey and Construction Act was praised as a sound approach to the problem, but the rural delegates insisted that it should be amended to help the poorer communities benefit by its provisions.

The rural health section, with Joseph W. Fichter as chairman, advocated that every rural farm family be enrolled in a health insurance plan; that every farm have a decent water supply and a sanitary privy; that health facilities, including mobile units for isolated areas and home nursing services, be available to all rural people regardless of race; that every state have a health council and affiliated local councils. The participants of this section agreed that enabling legislation should give local governments the right of taxation for the provision of comprehensive medical care. In regard to the shortage of physicians in rural areas, it was suggested that more doctors might be willing to practice in the country if hospital facilities, more money, and cultural opportunities were available.

Everybody's Business

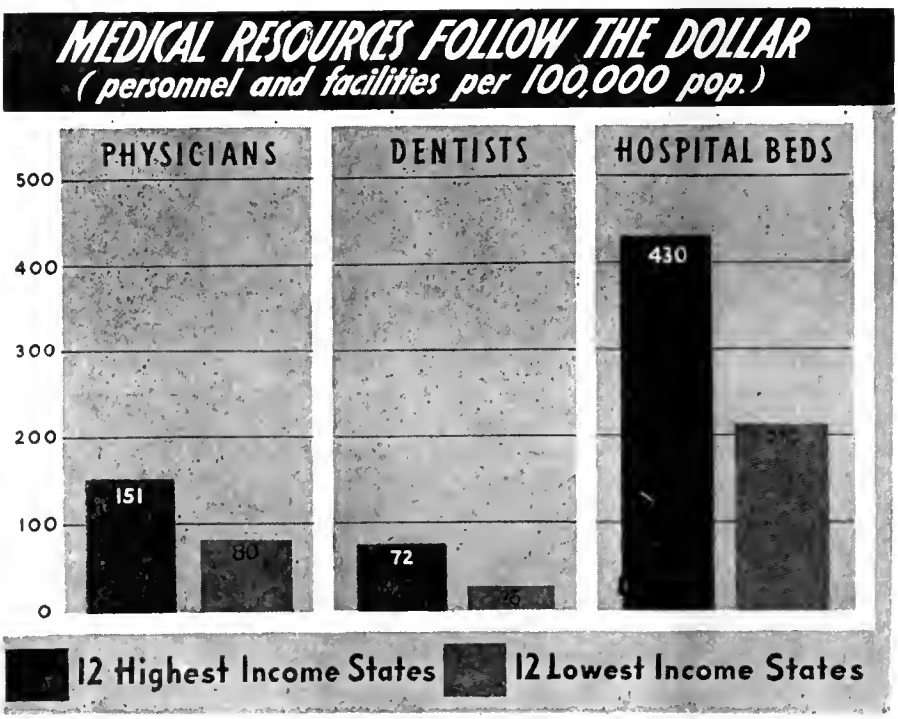
The section on community planning, chaired by Dr. Florence Sabin, pointed up the values of state and local planning councils for bringing about a general recognition and acceptance of health needs and the importance of public expenditures to meet them. It was suggested that only insofar as such recognition is attained will public and private funds, including individual expenditures, be forthcoming in increasing volume to meet health needs. It seemed to be the general opinion that too little is now expended in the preservation and maintenance of health in relation to other expenditures in the national economy. However, it was recognized that any drive for the increase of such expenditures must arise from acceptance by the people as a whole of the values inherent in a healthy nation.

The group also discussed the role of citizens planning projects in gathering a "body of knowledge" as a basis for stimulating action. Health education, it suggested, should encourage the conception of health as something broader than freedom from sickness—a general state of well-being based on social and economic as well as physical conditions. It emphasized the importance of sufficient personnel in carrying through health projects.

The discussions of all these sections —in fact, of the entire conference— was based on two assumptions: that a health program is everybody's business and that its development depends on local initiative and a knowledge of local needs. State and federal help would be needed, it was clear, but since health is a function of the community's total way of life, local autonomy must be preserved.

Nobody dared, probably nobody could estimate what the total bill will be if the program of this National Health Assembly is to become a reality.

But Dr. Louis I. Dublin, who had been influential in urging upon Mr. Ewing and the President that this Assembly should be convened, asked the practical question: "What is the value of a man, and how much is it worth to save him for his family and the community?" He pointed out that when the family bread winner is incapacitated or prematurely killed by disease, the cost of supporting that family is statistically demonstrated to be about $35,000 if the family income was $2,500 a year. When the head of the family is incapacitated, his care represents an additional economic burden to society. In spite of modern medical advances, the total cost of unnecessary deaths and disabilities is still enormous. In comparison, the price of adequate health measures, as outlined by the National Health Assembly, will be small. And besides physical health, it will bring on productivity in material, mental, and spiritual areas —all forces basic to a free economy and a democratic social structure.



What Our Health Needs Are

ELLEN C. POTTER, M.D.

Eight sections of the National Health Assembly were devoted to discussions of the various kinds of services that a comprehensive health programs implies—maternal and child health, chronic disease, research, rehabilitation, mental health, dental health, nutrition, and environmental sanitation. It is impossible in this short space to do more than scratch the surface of the discussions, but certain common denominators can be noted.

Every section reported progress in the last decade, and particularly in the past five years in respect to chronic diseases and rehabilitation.

Every section deplored personnel shortages and a desperate need for physicians, psychiatrists, nurses, medical social workers, nutritionists, dentists, scientists, and research personnel equipped to meet the demands of the new era in health service into which we are now entering.

Every section in some way overlapped the discussions of every other section, making it obvious that interdependence of each upon the other was essential for maximum results. For example, discussion of the prevention of chronic diseases necessarily involves consideration of maternal and child health, conception, gestation, and early childhood. Nutrition too has a role to play in prevention or amelioration of chronic illness, as well as in promoting maternal and child health, while dental health is also involved. Since the war, rehabilitation services have demonstrated their great power to conserve human resources which once were consigned to the scrap heap.

Implications of mental health were interwoven with discussions of every aspect of physical health, sickness, disability, rehabilitation—and this was natural, for without mental health, life cannot be fully lived and the individual remains an unproductive member of society. In this field the shortage of all kinds of personnel is particularly acute.

Environmental sanitarians reminded the Assembly that, while many sections were dealing with the problems of individual human beings, the sanitary engineers' broad, impersonal assignment (water supply, sewage disposal, pure food, housing) impinges on all and needs the backing of everyone interested in health and welfare services.

Research was recognized by every section as indispensable to understanding present conditions and developing integrated future plans.

So much, then, for the common denominators. What were the high points, either in accomplishment or goals for the future?

Goals Ahead

The section on chronic diseases and the agency process, under the chairmanship of Dr. James R. Miller, accepted as its chart of operations for the future the Joint Statement, "Planning for the Chronically Ill," prepared by the American Hospital Association, the American Public Health Association, the American Medical Association, and the American Public Welfare Association. This statement, based on data assembled during the past three years, has resulted in a program for action covering prevention, treatment, cure, rehabilitation, and the goal of "optimum health."

A common misconception that showed up in the discussions of this section was the confusion in the public mind of chronic diseases as "diseases of the aged." Fully half of all chronically ill are less than forty-five years old and 16 percent are under twenty-five. Early diagnosis, preventive treatment, school health programs and health education, community services at home, in hospitals, in nursing homes, and rehabilitation, all must become part of the over-all pattern of service under skilled medical direction.

However, the shift in the distribution of the American population from youth to age, with a continuing trend predicted until 1980, makes the problem of chronic diseases public enemy number one, and our battle to prevent them a major obligation. Any attack on chronic diseases and the aging process must include not only prevention but also rehabilitation services.

The discussion identified diseases of the heart and arteries as the major chronic enemy. It was pointed out that the discovery of the functional chemistry of arteriosclerosis would be one of the greatest medical events of the twentieth century.

An important point that emerged in the discussions was the fact that the employment of older and disabled persons is not only of social but of economic importance for the country as a whole. Therefore, it was suggested that a revamping of industrial and governmental retirement systems, now based on chronological age, should take place. Such systems, it was urged, should include professionally qualified "retirement boards" to consider the mental and physical capacity of individuals to continue to work at advanced ages.

The section on maternal and child health, under the chairmanship of Dr. Leona Baumgartner, summed up its proposals in the following statement:

"The over-all goal toward which we are working is to assure every child the experiences in life that will result in his attaining adulthood fully mature and healthy in body and mind, emotionally secure, able to give more than is asked for, to face success and frustration with equanimity, to be self-reliant, to cooperate with his fellows, to take his place in a democratic society as a thoughtful, responsible citizen concerned with the common good, and to live harmoniously in a total changing environment."

This section's nineteen recommendations are studded with items about the rearing of children. Obviously the solution of the problems of a disorganized society can only be remedied or prevented by stable, secure, tolerant citizens. On Child Health Day, Dr. Brock Chisholm, director of the World Health Organization, told the Assembly:

"The finding of security on the part of the human being is a need of complete security in small infancy. Complete security in small infancy does not

depend even on adequate food supply or shelter. There is only one thing on which it does depend to the most important degree—unquestionable, all-embracing, obvious love, and nothing else will give a small child that degree of security on which he can build his citizenship, from which he can afford to adventure into a perilous world."

Participants in the section on research, chaired by Dr. Andrew C. Ivy, warned against the appalling shortage of scientific brains available and ready to enter the public health field. They blamed it on the meager financial returns. Pointing out that research without scientific leadership is not fruitful, they urged that federal funds be made available to foster medical research and to train medical investigators.

The section on rehabilitation, with Dr. Henry H. Kessler as chairman, presented figures from the Office of Vocational Rehabilitation, estimating that 166,000 men and women served by federal and state rehabilitation agencies increased their earnings by more than $600,000,000 and paid federal income taxes in excess of $50,000,000. With the average cost of individual rehabilitation quoted at $450, the results indicate that this is "good business." More than 1,000,000 people now need rehabilitative service, but only about 50,000 are being rehabilitated each year, while every year produces a larger "crop" of the disabled.

The years ahead require more adequate financing by federal and state governments; teaching and training of rehabilitation experts and technicians; research in prosthesis, certification of limb fitters and vendors.

The dental health section, with Dr. Ernest G. Sloman as chairman, stressed the enormous cost of dental caries to the individual and to society; the need of more widespread and understandable dental health education; the wisdom of utilizing dental hygienists under professional direction; elimination of outmoded techniques. Its participants looked to government to promote research and to provide financial support for professional education, as did those of all other sections.

The mental health section, chaired by Dr. William C. Menninger, exhibited considerable concern over the shortage of fully qualified personnel in all branches of mental health work. It considered the problem of "non-psychiatric" personnel as well as the psychiatrically trained, stressing the importance of developing more fully the competence of both groups in dealing with opportunities to promote mental health.

The non-psychiatric group includes public health personnel, the general physician and other medical specialists, nurses and other hospital personnel, social workers, vocational counselors, representatives of management and industry, labor leaders, lawyers, judges, law enforcement officers, recreation workers and, last but not least, teachers. The section suggested implementing the education of these groups through conferences, institutes, work shops, and "flying teams" of teaching psychiatric specialists.

Recognition was also given to the need for improving and expanding psychiatric training facilities, especially with the view of training more "trainers"; community planning for more mental hospital beds as well as for mental hygiene clinic service; study of the cultural environment and its role in mental hygiene; and responsibility of the school in the mental hygiene field.

The section on nutrition, under the chairmanship of Dr. Frank G. Boudreau, urged the creation of national and international nutrition councils such as were previously recommended in the Hot Springs Conference of the United Nations Food and Agricultural Organization in 1943. This section also brought out the importance of basic information on nutrition as a part of the equipment of all persons engaged in health activities.

The section on environmental sanitation, Arthur R. Weston, chairman, called for greater community participation in this field, with need for more money, more personnel, and more research.

The major accomplishment of these meetings might be summed up thus: a recognition of the interdependence of every area of our fields of service upon every other; and a frank acknowledgment of broad areas of complete agreement which can provide the base for future progress.

Who Will Pay the Costs?

MICHAEL M. DAVIS

The National Health Assembly with its many sections might be compared to a fourteen-ring circus. One issue, however, entered almost every ring—though it was often kept out of the limelight. This was the question: How shall we pay for the tasks which experts agree should be performed?

The section on personnel, for instance, considered scholarships to attract capable young men and women into medicine and to lure them toward practices in places that are now underdoctored. But what good will a medical scholarship program be to small towns unless it is possible to support young doctors who have received scholarships, so that they will be able to make a living in rural areas after they have graduated? Plans must be made for the continued financial support of doctors in many rural areas if the poorer sections of our country are to benefit from the award of medical scholarships. How this should be done is controversial.

Economic problems again hovered around the section on maternal care and child health services where specialists bore witness to their long, steady advance in formulating standards and procedures through which maternal death rates can be cut and children's health improved. But how shall these services be paid for? Should the present federal grants to the states be increased? Should an insurance plan carry more of the load? Should special grants be added, as for school health services? Should publicly supported services be open to all children, or only to those whose parents pass a means test?

Similarly, the problem was at least relevant, if unrecognized, in the section on chronic disease. The experts in this section showed great progress in defining what should be done. But how shall the care of the chronically ill be supported financially? A large proportion of chronic patients cannot finance their own medical care on the usual individual fee-for-service basis, and private charity is insufficient to cope with this problem.

The residuary legatee of the relations between health and the dollar was the section on medical care. Here was a section loaded with potential fireworks. But instead of a shambles it produced unsuspected and long overdue areas of agreement among persons generally considered to be at opposite poles of opinion. Consider the section's first three recommendations:

1. *Adequate medical service for the prevention of illness, the care and relief of sickness and the promotion of a high level of physical and mental health should be available to all without regard to race, color, creed, residence or economic status.*

2. *The principle of contributory health insurance should be the basic method for financing medical care for the large majority of the American people, in order to remove the burden of unpredictable sickness costs, abolish the economic barrier to adequate medical services, and avoid the indignities of a "means test."*

3. *Health insurance should be accompanied by such use of tax funds as may be required to (a) furnish services which are public responsibilties; and (b) supplement health insurance as necessary to provide adequate services for the whole population.* Thus the wholly indigent would be covered. Thus dental and other special services and the needs of some rural areas could be provided for.

Harmony and Difference

Would you think that these pronouncements came from the American Federation of Labor, the Congress of Industrial Organizations, the Farmers' Union, the American Association of Social Workers, or the American Medical Association? Actually, they came from no one of these, but as an agreement of representatives of all these bodies and many others.

Affirming everybody's right to adequate medical care is nothing new to physicians or to informed laymen, though the addition of the antidiscrimination clause gives it timeliness. However, it is something new and important to agree that the "large majority" of Americans should prepay their medical costs while they are well, instead of letting the whole burden fall on their pocketbooks when they are sick or just afterwards.

A few weeks ago after a radio broadcast a listener said to me, "Why, until today I always thought that health insurance was just for low income groups." That idea has been common among lay people and doctors and has been incorporated into many of the voluntary insurance plans sponsored by medical societies. But the second recommedation of the Assembly's section on medical care recognizes that unpredictable sickness can hit any family to a degree only the wealthy can afford, and that the fear of the expense makes many persons postpone or go without needed care. It recognizes that Americans do not want charity, rebel at a means test, and wish to pay their own way.

As the discussions in the medical care section proceeded, it became apparent that, while differences of opinion did exist between organized medicine and the lay groups, the major issue was not health insurance. The issue was whether health insurance should be "voluntary" or "governmental." Then, as the talk went forward, it became clear that two sets of people were really not talking about the same thing. On the one side, physicians who insisted that joining a health insurance plan should be wholly voluntary, maintained that if payments into a health insurance plan were required by law, government would not only compel payment but would run all the rest of the show, including the doctors. They painted pictures of Washington "bureaucrats" telling doctors and people what to do.

On the other hand, the persons who advocated national health insurance displayed a wholly different conception of its functioning. They were just as insistent upon the right of the patient to choose his physician freely as were the representatives of the American Medical Association. However, they

proposed a national health insurance fund parceled out to states and localities, managed by the people and the doctors in each locality, and operated by various methods, including continuance of many of the voluntary plans that we have today.

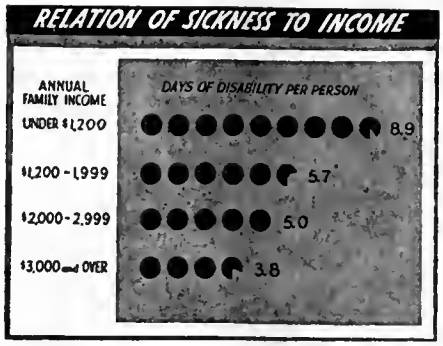
It proved impossible to get an agreement between those who saw government as an ogre and those who viewed it as an instrument.

When the invitations to the National Health Assembly arrived early this spring, many persons remembered the first National Health Conference held in July ten years ago when 200 physicians and laymen, called together at the suggestion of President Roosevelt, filled the ballroom of the Mayflower Hotel in Washington. At that conference the major issue was need—how wide are the nation's health needs and how deep?—but at this year's Health Assembly, four times bigger, the discussion turned less on needs than on what we should do about them. This may have been why the medical care section alone was as large as the whole conference of a decade ago. Physicians, administrators, and representatives of labor, farm, cooperative, women's, veterans', religious, and social work organizations expressed themselves freely.

Harmony and Variations

I came away from the meetings of the medical care section with a heightened appreciation of the American way of hammering ideas out on the anvils of open discussion. Sometimes people get hammered out too. Things moved a bit slowly at first, owing to the too general character of the first batch of assigned papers, but after the audience was given a chance, there were no dull moments. Dr. Hugh Leavell's impartial chairmanship kept the temperature down. Under the official rules that had been given him, representatives of federal government bureaus, including some of the best experts in the country on the subjects under consideration, were not allowed to speak even to answer factual questions. If it had been possible to bring a larger volume of really pertinent data before the meeting, the frontiers of agreement might have been extended still further.

There were lighter moments, too. Everyone who attended will remember how tension dropped and a spirit of medical-lay cooperation blossomed when, toward the end of one of the warmest sessions, Father Donald McGowan of the National Catholic Welfare Council told the story of the early worm who pushed his head out of the earth just after sunrise one spring morning. Close by he perceived another worm protruding. "Good morning," said the first worm, "it's a beautiful day. Let's cooperate to enjoy it." "It is a lovely day," replied the other, "and we certainly had better cooperate, for don't you know, I'm your other end!"



Representatives of seventeen national organizations, representing millions of persons, including two medical groups, drew up an eight-point statement containing the three recommendations already mentioned, plus the following:

4. *Voluntary prepayment group health plans organized on a community or collective bargaining level, embodying group practice and providing comprehensive service, offer to their members the best of modern medical care. Such plans furthermore are the best available means at this time of bringing about improved distribution of medical care, particularly in rural areas. Hence such plans should be encouraged by every means. It is recognized, however, that even under the most favorable circumstances such voluntary plans cannot be expected to cover the health needs of the entire nation.**

5. *The people have the right to establish voluntary insurance plans on a cooperative basis and legal restrictions upon such right (other than those necessary to assure proper standards and qualifications) now existing in a number of states, should be removed.*

6. *High standards of service, efficient administration and reasonable costs require:*

(a) *Coordination of the services of physicians, hospitals and other health agencies in all phases of prevention, diagnosis, and treatment;*

(b) *Efficient cooperation between the providers and the consumers of such services* under the general principle that the responsibility for general policies, finances, and administration should rest preponderantly upon the lay group; for professional standards and procedures, upon the professional group; for mutual consultation on all matters of joint interest, upon both groups.

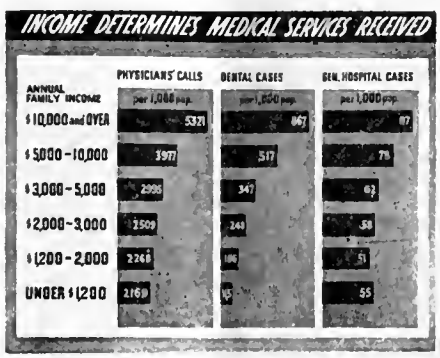
7. A national health insurance plan, assuring free choice of doctor, professional freedom for the doctor and decentralized administration through the maximum utilization of state and local bodies is necessary in order to bring the benefits of health insurance to all who need it.

8. Voluntary insurance plans which provide services and which meet acceptable standards should continue under a national health insurance plan.

Notice the italicized portions. In the steering committee of the medical care section, the two representatives of the American Medical Association agreed with the representatives of labor and farm cooperatives only as far as the italics go. They would not agree to any national health insurance plan, even of the kind described in point 7. They would not agree to sharing administrative responsibility with the people who receive and pay for medical services.

They did agree—and here is a great gain—that voluntary plans cannot reach everyone. (See last sentence, recommendation 4.)* And they also agreed to the people's right to start voluntary health insurance plans themselves. (See recommendation 5.)

The pinch of this fifth point is the fact that some twenty states have restrictive laws on this matter. These laws, passed during the last few years at the instance of state medical societies, limit the right of the people to establish their own insurance plans. In many states, they give control of all voluntary plans to organized medicine.



* *Editor's Note:* This sentence was omitted from the final report of the section drawn up after the Assembly.

The representatives of organized medicine in this section had been faced for two days by lay men and women from many parts of this country, who had made it courteously but firmly clear that they knew what they wanted. It does not follow that because representatives of the American Medical Association accepted these five and a half points, the official governing bodies of the state medical societies and of the AMA will approve them. Nevertheless, the fact that delegates from organized medicine publicly accepted principles like the above is encouraging to progressive physicians and will strengthen the hand of all lay groups in future national and local conferences with medical societies.

The discussion also made evident that labor and the rural cooperatives will continue their support for national health insurance, although an increasing number of unions are planning to work out health insurance plans with their employers through collective bargaining and to push rural medical cooperatives more aggressively than ever before.

Said Harry Becker, director of the Social Security Department of the United Automobile Workers, and chairman of the CIO delegation at the Assembly: "The labor and other consumer groups cannot compromise on the basic question: a public program for all of the people. As long as four out of five children live in families with incomes less than $3,000 a year, the overwhelming majority of the American people cannot pay for full and comprehensive medical care offered through voluntary plans."

Reporting a survey just made in Detroit, Mr. Becker added: "We found that 87 percent of the workers found medical costs difficult to meet. Of the workers who felt they needed some kind of medical care, 41 percent had never seen a doctor about the condition. The top worry of these workers was how to support their families if they fell sick. Then, they were worried about how they would meet medical bills. These are the areas of insecurity to which union planning must give top priority."

The medical care section achieved agreement on one more important point: that AMA representatives, labor and rural groups should meet for further discussions. Steps were taken to arrange such meetings in the near future. Much may result from these conferences.

Many persons shared the feelings of Nelson H. Cruikshank, director of the Social Security Committee, AFL, who said: "When the AMA representatives agreed with us on the principle that 'contributory health insurance should be the basic method of financing medical care' for most of the American people, that proved the success of this Assembly and made our gathering here together and the time we have spent well worth while even if we had achieved no other thing."

Where Health Needs Meet

Condensed from a Review by

QUINCY HOWE

The most human of all human interests drew us together in this National Health Assembly. It is the interest in what most of our forefathers and many of us still call "the temple of the soul." After all, nothing affects us more personally and more directly than the health of our bodies. . . .

It is the great achievement of this Assembly that so many different experts in so many different fields have reached agreement on so many subjects.

Now, there is one common denominator that struck me with special force in every one of the fourteen section reports. It is this: each section regards its own field as fundamental, basic, all important, indispensable. And in each case, the logic behind these section reports seems to me absolutely unanswerable. But it seems to me that the subjects the Assembly has covered do not conflict at all; they overlap.

Actually they complement and even duplicate each other. The need for more and better research, for instance, is a universal need. It goes through all these sections. A good local health unit is going to interest itself both in the care of the young and the care of the aged. It is going to interest itself in mental as well as dental cases; it is going to interest itself in questions of environment as well as questions of nutrition.

Several of these sections have referred to the question of discrimination against Negroes, but discrimination takes many forms, and the best cure for discrimination, after all, is education.

Perhaps the most important single common denominator in all the section reports is the need for more facts, more research, more information. For instance, how many more doctors, nurses, and medical personnel do we actually need? What do we need in the way of enlarged hospital facilities?

And these questions tie in with the question of rural health. The rural health section had a great deal more information than the section on mental health. Perhaps that is because we have had country doctors much longer than we have had psychiatrists, though the country doctor is becoming the forgotten man. To the outsider, it might seem the psychiatrist is getting all the breaks, until we read the report from the mental health section with its urgent request for much more information in a field that is perhaps more tragically understaffed than any other health field.

Without going into the whole list of section reports and the details, it seems possible to draw this conclusion: nearly all the sections called first and foremost for come information and personnel.

To most Americans "shortage" is a wartime word. To those who are fighting a never-ending war against all the ills that flesh is heir to, shortage remains just as familiar a word as ever.

First, there is the shortage of highly trained personnel, of doctors, researchers, and specialists in different fields. Then there is the shortage of assistants, especially dental assistants and nurses. Then there is the shortage of medical schools and medical teachers, the shortage of hospitals, and, it

seems above all else, a shortage of cash.

How are we going to pay for all the training, all the equipment, all the services we need? How are we going to make the career of administering to the nation's health a career that does not require superhuman effort, superhuman sacrifice, or else a superman's bank account?

Perhaps it is not so much a question of salaries as it is a question of less costly training and of greater security for those who are financially equipped to practice medicine, go in for research or engage in related fields of public health.

Taxpayers' Burden

Leaving to one side the controversial question of federal health insurance, there does seem to be a rather widespread feeling that the taxpayer is going to have to carry some, probably more, of the financial burden that better health service requires.

The rural health section, for instance, is unanimously agreed that the federal government must bear a greater share of the expense of rural medical care. The farming communities, even the farming states, just have not got the funds. On the other hand, the local health units must rely largely upon local support—perhaps through local taxation, somewhat after the fashion of our schools.

But, can local communities carry the whole load of maintaining and extending hospital service? And if the state, in addition to the federal government, comes into the picture, what part has the state medical association to play? What representation will the public have?

Dr. Ivy's section on the nation's need for research in the service of health, recommends fluid funds from federal tax sources. No less important than the need for funds is the need for personnel. Really the two go together. Get the money and you can get the men.

This Assembly cannot, under the law and under its own rules, recommend any definite legislation. I do not think this prevents me from touching on the question of the membership of the United States in the World Health Organization. I think it was clear to everyone present that all members of all sections agreed that whatever their other differences may be, they were united in wanting the United States to join the World Health Organization.

And this question of the World Health Organization is not the only matter on which this Assembly has reached agreement.

Perhaps its greatest single achievement is that all kinds of public organizations have sat down together and worked out common problems and common programs with members of the medical profession and other scientific groups.

That so many doctors not only have taken the time to work with the National Health Assembly but have shown themselves so cooperative, so understanding, so open-minded, seems to me the most promising and most important development of this whole meeting.

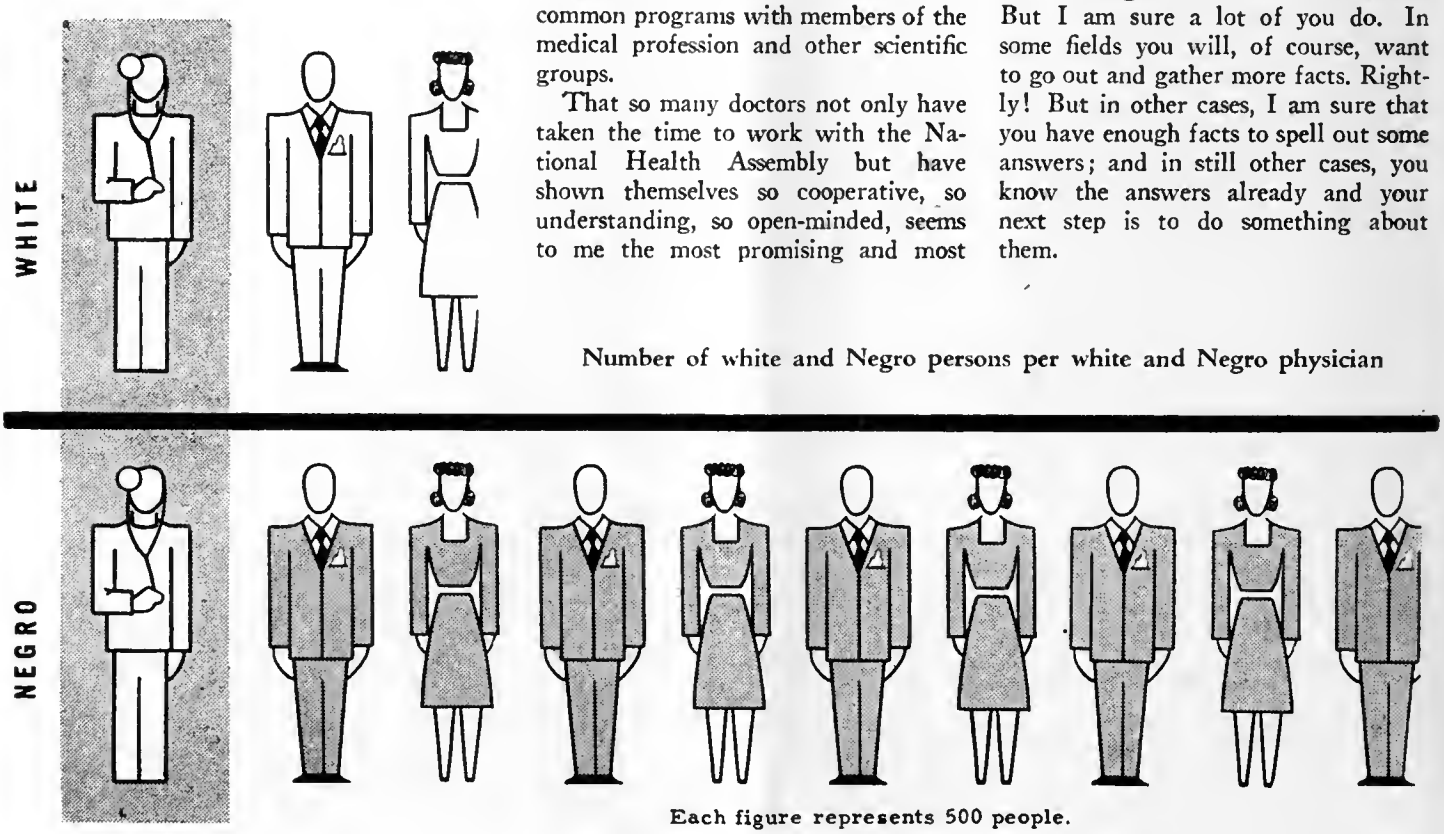
There is no question that the high spot of this Assembly is *the cooperation between men of science and the general public.*

Facts and Action

As I have already said, all the section reports call for more and more facts. Of course, none of them has yet got the complete story. That will never be told. Some of them are just beginning to pioneer. All of them need to correlate what they already know. But we Americans, as a people, seem to have a blind passion for facts as facts. We have an almost mystical faith in statistics.

Certainly, the collection of facts is a necessary and rewarding enterprise, but it is not a substitute for action. It is not a substitute for something that is even more difficult than action, and that is thought. Too many of us collect facts simply to avoid having to do anything about it. We are like the fanatic who redoubles his zeal after he has lost sight of his objective . . . the mere accumulation of facts is not an end, an aim in itself. It is what we do with the facts, it is what we make the facts mean that really matters.

I cannot tell people in the health field what the facts that they have gathered together mean. I don't know. But I am sure a lot of you do. In some fields you will, of course, want to go out and gather more facts. Rightly! But in other cases, I am sure that you have enough facts to spell out some answers; and in still other cases, you know the answers already and your next step is to do something about them.



Number of white and Negro persons per white and Negro physician

Each figure represents 500 people.

Recommendations for Health

Some steps urged in the final reports of the sectional meetings of the National Health Assembly.

Professional Personnel

Federal aid to medical, dental, and nursing schools granted in such a way as to stimulate local support from public and private sources.

Federal aid to medical, dental, and nursing students through loans, scholarships or fellowships.

Periodic analyses of the needs and demands for medical, dental, and nursing personnel.

Provision of medical education to qualified applicants without discrimination as to race, color or sex.

Hospital Facilities

Extension of the program under the Hospital Survey and Construction Act with an increase of federal appropriation.

Integration of the hospital program of the Veterans Administration with the program of the Hospital Survey and Construction Act.

Integration of functions of hospitals, health departments, and other health agencies in the interests of greater efficiency and service to the patient.

Development of diagnostic clinics, out-patient services, home medical care, and allied programs in the interests of greater efficiency and service to the patient.

The inclusion of preventive medical and dental service and public health education as a regular function of the modern hospital.

Development of standards for facilities for the care of the mentally ill and persons with chronic disease.

Development of plans for adequate hospital facilities and health programs to include well coordinated and highly integrated networks of mobile units, clinics, community hospitals, district hospitals, regional hospitals, and great medical centers.

Local Public Health Units

The establishment of full time local health units throughout the nation, financed jointly by local, state, and federal governments.

Increased personnel and facilities for training at least to double their present capacity.

Support of recruitment through good salaries, professional recognition, tenure, fellowships, and information to high school students about opportunities.

The immediate appropriation of new federal funds for training and recruitment.

The acceptance of responsibility on the part of local health units for: vital statistics, communicable diseases, environmental sanitation, laboratory service, maternal and child health, chronic diseases, and health education.

The creation by local communities of voluntary, coordinating agencies, such as a health council or committee, composed of civic-minded individuals and representatives of professional groups and official and voluntary health agencies.

Chronic Disease

Final report not available at this writing. For section discussion, see page 189.

Maternal and Child Health

Adoption of a national plan to put health opportunities and safeguards within reach of all mothers and children, white and Negro, urban and rural, rich and poor—backed by private enterprise, voluntary agencies, private practitioners, and local, state, and federal governmental support.

Detailed report not available at this writing. For points to be included, see page 189.

Rural Health

Final report not available. For high points of the discussion, see page 188.

Research

Stimulation of nongovernmental support of medical and public health research from such sources as: voluntary agencies, philanthropic foundations, industrial foundations or individual industries, individual donors, and other community sources.

Fluid financial support from federal tax sources on a long term basis to foster research in medical schools and other scientific institutions to be used primarily for increase in salaries and personnel and not to exceed $100,000 annually for each institution applying.

The inclusion of basic facility costs in federal grants for research in medical and allied fields.

The provision of funds for research in fields in which progress in research is not commensurate with its importance to the health field—such as studies in accident proneness and prevention, diseases of great social importance, and Arctic health; and provision of funds for research in fields in which important discoveries seem imminent or in which conclusions need additional critical analysis.

Development of fellowship programs carefully correlated with the predicted needs of trained workers.

The establishment of an information center on research fellowships, projects, sources of support, facilities, and personnel.

A national educational program to inform the public of the accomplishments of animal experimentation, its necessity and its humaneness.

Medical Care

See pages 191-192, (italicized portions) for the first six recommendations of the medical care section. An additional recommendation urged:

Coordination of a medical care program with all efforts directed toward providing people with adequate housing, a living wage, continuous productive and creative employment under safe working conditions.

State and Community Planning

Final report not available at this writing. For points tentatively recommended, see page 188.

Rehabilitation

Federal grants-in-aid to assist universities to develop opportunities for the professional training of rehabilitation personnel; to help states inventory their rehabilitation, physical medicine, and workshop facilities, survey the need for further facilities, and develop programs for their establishment under public and private auspices; to provide states with a broader financial basis for the establishment, expansion, and support of such facilities; to encourage universities, nonprofit research institutions, and governmental agencies to develop research in rehabilitation methods and techniques; to help each state conduct a study to determine the characteristics of its disabled population.

An educational program to encourage young persons to go into the professions involved in the fields of physical medicine and rehabilitation.

Cooperation and exchange of information among public and private, national, state, and local organizations engaged in various aspects of rehabilitation.

An educational program to inform professional personnel as well as the general public in regard to developments and needs in the field of rehabilitation.

The inclusion in all hospitals of services in physical medicine.

The inclusion of instruction in physical medicine in all medical schools.

Dental Health

The provision of federal funds to expand research in dental health and for studies and experiments in various ways of administering dental health programs for school children, the indigent, low income groups, and residents of rural areas.

The creation of a commission to define standards of dental care.

The provision of additional courses in dental health education in all institutions which train personnel for the fields of health and education.

Utilization by the dental profession to the fullest extent of known measures of prevention and control.

Financial participation in dental health programs by the federal and state governments with needs indicated and policies determined at the local level.

Federal grants to dental schools for scholarships and fellowships, for the construction and equipment of dental facilities and for assistance in maintenance, operation, and research.

The expansion of opportunities for Negroes to secure dental education.

The establishment of additional courses for the training of dental hygienists, assistants, and technicians in dental schools and other nonprofit educational institutions.

The maintenance of present high standards of dental practice in all dental health programs.

Mental Health

Final report not available at this writing. For points under consideration, see page 190.

Nutrition

Incorporation of instruction in nutrition in the training programs of all health personnel, particularly physicians, health officers, dentists, health educators, social workers, and teachers.

The development of a cooperative nutrition education program on national, state, and local levels.

The establishment of a National Nutrition Organization.

The expansion of the present nutrition section in the U. S. Public Health Service to division status, and increased funds for grants-in-aid for the development of state nutrition programs.

The establishment of special nutrition units in state health departments, directed by full time qualified administrators.

The creation of state nutrition councils representative of official and non-official agencies in the field of nutrition.

The establishment of local nutrition councils and the provision of nutrition services by local health departments.

The expansion of food production based on actual nutritional needs and taking into account probable future age-sex distribution of the population as well as increases in total population.

The adoption of a national conservation program involving soil, water, and related biological resources and including land use planning.

Improved educational programs to step up application of our present knowledge in regard to the conservation of the nutrient content of food.

An expanded school lunch program for the malnourished.

Amendment of the Food, Drug, and Cosmetic Act to authorize the administrator to define standards of nutritional quality for processed foods.

The extension of research in the relationship between nutrition and health, particularly in regard to the nutritional status of population groups, the fundamental human nutritional requirements, the effect of levels of nutrition upon degenerative diseases, methods of protecting groups vulnerable to malnourishment, measurements of nutrients, functions of foods, educational methods.

Environmental Sanitation

Greater community participation in environmental sanitation concerns.

Joint campaigns by federal, state, and local authorities to correct and abate surface water pollution and to develop and protect underground water resources.

Expansion of milk pasteurization and compulsory refrigeration of certain foods, the development of sanitary codes by food industries, and the authorization of health departments to reject substandard foods.

Financial participation by the federal government in housing for low income groups and participation of local health departments in promotion of programs for better community housekeeping, such as smoke control and refuse disposal.

I can't tell you how much I appreciate your taking the time and trouble to come here and work on something that is of vital interest to the United States and the world as a whole. I hope you will furnish us with some solutions to some of the problems with which we are faced.... The President can't solve problems by himself. The Congress can't solve problems. The President and the Congress and the country can solve any problem that comes before us.—From President Truman's address of welcome to the National Conference on Family Life.

The Family Is the Anvil

A summary of the statement made at the opening session of the Conference

LAWRENCE K. FRANK

Director, Caroline Zachry Institute, New York, N. Y.

The term "life cycle" as it is biologically considered, has been developed to indicate the whole range of the organism's life career from birth to death. When we talk about the life cycle of the family, we mean that it too goes through various changes beginning with early days of marriage and the expectant family; the preschool family; the school age family; the family as a "launching center"; and the aging family.

This concept gives us an awareness of the shifting, changing life of a family that takes place from the courtship days on. We must not forget that families are always in transition, as the individual members of the family are growing, developing, maturing and aging; as they face the various tasks of life which confront them as individual men and women and boys and girls. For purposes of this Conference discussion, the parts of the family's life cycle have been grouped into three phases: *the founding family,* that is, the beginning of family life in the early days, *the expanding family,* and the *contracting family.*

We are being called upon to try to do some creative thinking that means pooling our experience, and communicating it in terms so that laymen can understand what we have in mind; and to try to develop some kind of orchestration of knowledge and experience for the better understanding and help of the family. We will face, each one of us, the task of trying to put our own specialized interests together in terms of their meaning for the ongoing family as it passes through these three larger divisions of the life cycle.

There is another dimension of this problem that we must recognize and try to incorporate into our thinking. The family is not only the target, the focus of all of these various interests, professions and agencies, the family is not only the user and consumer of all of these different services, but the family justifies and demands our consideration because it is the action and the reaction and the interaction of the members of the family that really create this thing that we call family life. You cannot put your fingers on it. It is a relationship, and we have unfortunately no adequate language to describe this very subtle complicated interplay of personalities in the family.

The nearest analogy is in the case of a team, where each individual has a certain, defined task or position which he has learned to play, but which he must learn to play and carry out in an ever-changing constellation of activities with respect to other members of his team. Something arises out of the interaction of those plays which is called a team, and by their interaction they also create something which governs what they individually do. Family life, if we approach it in these

terms, is not static and fixed. It is a varying, changing, dynamic equilibrium or attempted equilibrium in which real people, real personalities, emotions, life histories, memories, and expectations are engaged in trying to work out a way of life, to develop and maintain a design for living.

We must remind ourselves it is the family and all of its members who have to wrestle with the problem of reconciling and articulating all of the different ideas, views, services, and facilities; and to meet the requirements of all the different public and private agencies, business, industry, church and schools, and everything else.

We put the major burden on the family because the agencies and the experts have been too busy developing their professionalized services and skills to stop and say how we can integrate what we have got to offer the family. Previous discussions and most of our programs for family life have ignored this necessity that the family faces. It is a difficult problem to adjust the advice and services of the experts who, each in his specialized way, give opinions and views, without reference to what other experts of other agencies and other programs have done.

Some of the major difficulties of family life today are developed by, created by, if you please, the lack of synchronization by the very people whose business it is to try to help the family. We have been too busy developing new programs, developing new skills. Now the time has come when we must try to synthesize our knowledge and experience and articulate our skills into some kind of unified way of thinking, if we are going to give families what they need and if we are going to derive the full benefits of the time, money, and skills going into the various programs for family life.

If we can begin to develop the new pattern of thinking and concerted planning, if we can begin to develop

a way of communication, of pooling our knowledge and experience and interest and capacities, then this conference will have made a large and significant contribution to the future.

We do not solve our problems; we restate them. We had better stop talking about solving the family problems, because life is a series of problems and family life will always be problematical. It is an aspiration, an attempt to achieve a way of life, to work out intimate, personal, human relationships. But we can restate those problems in the light of new knowledge and understanding, and perhaps help people then to deal with them more effectively.

Emerson said, some of you may remember, that you cannot toss a pebble without changing the center of gravity of the universe. In the same way, we can say two people cannot marry, bear and rear children without having a profound and ever-spreading impact on the whole of our national life, nor can they marry, establish a home and have children without being exposed to the full impact of our social, economic, political, and other activities, including our international affairs.

We have got to begin to think, then, in terms of home and family life as a small circle in which various activities are carried on, but that circle is surrounded by a series of concentric circles—the immediate neighborhood, the community, the local government, state government, federal government.

It seems to me that here we are beginning to face the same problem that medicine has of dealing with a complicated organism, of many different specialized organizations, systems, structures, and physiological functions for which it needs some unifying concept and in which it can recognize the difficulties and treat the whole organism, not just the individual part.

We have today an extraordinary variety of facilities and resources for family life, much of which we as individual members of families do not use. Many of the difficulties which face family life today arise from loyalty to ideas, practices, beliefs, and living habits which were once valid, desirable for a way of life which is gone. These beliefs and practices were developed at a time when they served the needs, functions, aspirations, and goals of family life, but with the changing social, economic, and cultural developments, they are now standing in the way of the kind of family life which we hope people can develop.

One of the major obstacles to better family living is this resistance to change, which every profession, every agency, every service encounters. Can we begin to pool our ideas of how we can unitedly devise methods of communicating new knowledge, new practices that are desirable for health, nutrition, mental hygiene, and all of the other goals of human advancement to individual families, in such fashion that they can accept them without feeling humiliated, without losing their dignity, without having a feeling of being pressed and coerced and denied their right of free choice?

The American family particularly is at the mercy of all the changing economic and social conditions, because families today are not able, very many of them, to make a living as in the old days when they lived on the farm and could with toil and skill and foresight make a living for themselves. They are engaged in earning a living by money wages; they are at the mercy of business cycles; changing economic conditions; technological obsolescence of skills and all the others.

We must try to define more clearly these two things: What can we today reasonably and justly expect the family to do? What functions, duties, and responsibilities can families be expected to perform and how can they be helped by change in education and other ways to perform those duties and responsibilities?

Many people are still continuing to think of the family of two or three generations ago and expect husbands and wives, fathers and mothers, to act in the same way and play the same functions as the family of long ago. Many of us unfortunately are engaged in blaming and denouncing men and women for failure to live up to what have now become almost impossible expectations in the light of changing conditions.

The family serves as our major cultural agent for transmitting our traditions to children and it is the matrix of the human personality itself. It is in the family that the child is socialized, made a participating member of our society; it is in the family that he becomes the bearer and carrier of our traditions, beginning to live in a symbolic, cultural world of meaning. The family does that service; no other agency can do it. But the family needs help with that service today, especially when we are so confused.

The family is the primary agent for health care. If we are going to have health care as distinguished from diagnosis and therapy of sick individuals, it has got to be carried on in the family where the selection, cooking, and serving of foods will provide the nutrition for health care, where dishwashing and house cleaning and laundering provide the sanitation that is necessary for health care. The family is the primary agent of mental health as distinguished from the problems of treatment. Sound mental health means guarding the mental personality of children and then helping them grow into well integrated personalities. That must be done primarily in the family, again with the advice and help of the educators and all the other people whose knowledge and experience the family so greatly needs.

These are inalienable responsibilities of the family. They cannot be transferred to anyone else. They are part of this fine family dynamics; they operate in every important phase of the life cycle with ever-changing emphasis and meaning.

Finally, the family is the anvil upon which are being hammered out all the conflicts and confusions of our social, economic, and political life. The family is receiving the impact of the conflicts in our economic life between producers and consumers; between labor and management; conflict in our professional groups which are engaged in some places in deadly rivalries. The family is the anvil that has had to take it and it cannot take it much longer. If we can recognize that fact, we will accept our responsibility as members of professional and lay groups who come together to try to call attention to the difficulties of family life today and try to focus and orchestrate the new resources, new knowledge, new agencies, new professions and programs that are becoming available and must be enlarged to meet family needs.

We can be guided in this period of transition, confusion, and turmoil to make a critical examination of many established practices and programs and beliefs if we are clear about the values which we want to preserve. In fact, if we are able to reaffirm the values of family life, if we can say that one of our major objectives is to respect the individual personalities in and through the families, to preserve and protect the dignity of man, woman, and child in the family, it seems to me we can go forward with courage to take up this enormous task.

Toward Unity Through Diversity

A Report of Conference Discussions

MARION ROBINSON

It has been said that where you get is not half so important as what happens to you on the way. It is a safe bet that the 900 lay and professional people, representing an infinite variety of interests, experience, and skills, who left Washington on May 8 after three days of giving the American family a good going-over would agree with such a postulate. For although some general areas of agreement emerged—agreement as to what is happening to the family in today's world and what can be done to help strengthen it—the experience itself will probably be remembered long after the specifics are forgotten.

The keynote of this Conference was participation; its focus, the family in this changing world. And although there was free exchange among speakers, panel members, and audience at the plenary sessions held each evening and the final morning before adjournment, participation came into its own in the twenty-nine discussion groups which met for three half-day sessions on the second and third days of the Conference.

With admirable temerity, the Conference program planners had made assignments to groups so that each would include a number of different kinds of specialists and experts as well as representatives from lay groups. Thus the setting was created for what Lawrence K. Frank called "an orchestration of knowledge and experience for the better understanding and help of the family." Fortified by previous study of the "working papers"—background material on trends and changes in the family, information on needs and developments in ten areas affecting family life, and a series of statements on the life cycle of the family—the twenty-nine groups convened early the second day of the Conference with about twenty persons in each group.

As a guide for leaders and discussants, the program committee had suggested that the three discussions deal consecutively with three general periods in the cycle of family life: the founding family, the expanding family, and the contracting family.

The complications and confusions attendant upon "free-wheeling" discussion of such a tremendous and elusive subject, by such a heterogeneous group, Mr. Frank told his audience at the first plenary session, were "no more complicated and confused and difficult than family living itself"; in fact, he suggested, the resulting dynamic interactions might prove to be a revealing commentary on the subject at hand! To the observer, making sampling visits to these discussion groups, Mr. Frank's concept of family living as "an ever-changing constellation of activities with respect to other members of his team" was well demonstrated.

These experienced group leaders had perforce to keep changing roles from that of listener to participant; from teacher to student; and from spark plug to mediator. As in any family, members of these groups zestfully agreed and disagreed with each other, threw out challenges and picked them up, formed and re-formed into subgroups of opinion, misunderstood each other and enjoyed each other. And again, as in family life, groups struck "dry spells" in which discussion was sparse, and individual members were temporarily overcome with shyness, boredom or desire for meditation. In the three sessions, it is safe to conclude, most people got a lot off their chests and gathered in a number of new ideas or new angles on old ideas.

Conference Personnel

Chairman, Eric A. Johnston, president, Motion Picture Association of America; vice-chairman, Boris Shishkin, economist, American Federation of Labor; treasurer, Frank J. Hertel, general director, Family Service Association of America. Staff: Ernest G. Osborne, Teachers College, Columbia University, program coordinator; Alexander Radomski, Washington, D. C., assistant program coordinator; Mrs. C. H. L. Pennock, New York City, secretary.

Conference officers and staff were assisted by a 37-member board of trustees, and a 72-member technical advisory committee. The sponsoring committee was made up of 125 organizations with a total membership of more than forty million persons.

Digging In

Though the Conference was well supplied with experts from the fields of education, science, law, social work, medicine, psychiatry, and many others, everyone is, to some extent at least, a professional amateur when it comes to the family. The task of probing for the causes of what seems to be family disintegration brought forth equal effort from those of professional and amateur standing. Inevitably this probing involved facing the reality of current change, and a consequent search for values. Both appeared quickly in discussion groups and panels.

In a plenary session presided over by Boris Shishkin, AFL economist and vice-chairman of the Conference, Charles S. Johnson, president of Fisk University, opened a panel discussion on "dealing with forces of disintegration in family life," by telling the audience that the currents of change which we are facing are as "irreversible as the process of industrialization itself." However, he pointed to a profoundly positive factor in this change. "The shift from the institutional role of the family to companionship relations, from familism to individualism, from authoritarian control to the principle of equality of members in the family structure," he said, "suggest the influence of a basic American principle beginning to take root in the most important social unit of our society."

In an effort to get at the disintegrating factors troubling the family, Mr. Johnson chipped away at some of our favorite illusions. The assumption that

moral values are instinctive with families he found "no more tenable than the assumption that a jury of one's peers assembled from the population at large will have instinctive knowledge of common law or of Blackstone." On the contrary, it is more realistic to say that parents are expected to pass on to children values about which they themselves are confused. Also, since there is a weakening in the emotional and security role of the family today, it seems necessary to look at marriage "not as a sacred and inviolable institution, but as a companionship arrangement, involving basic affectional response needs and an understanding of the nature of both the patterns of needs and the nature of binding affections."

The role of the family's influence in determining social attitudes is no less profound today than yesterday. And today, Mr. Johnson asserted, the effects of the problems of minorities are "not confined to the children of minorities but in the very nature of things they involve the children of the majority groups as well, who are taught by conscious means and unconscious examples to condemn other groups without reason, to harbor narrow prejudices, to create human scapegoats, to satisfy their own inadequacies which are remediable through other and more socially desirable means."

"The social unit," he concluded, "which is charged with the responsibility for maintaining, extending, and passing on a system of social values, is itself in process of being re-cast. This seems both the central problem and the opportunity of the modern family."

Disruption of the family in our times comes all too frequently from fear, said Jane Hoey, director, bureau of public assistance, Social Security Administration, during the ensuing panel discussion led by Dr. Julius Schreiber, director, National Institute of Social Relations. Fear of unemployment and interrupted income, of illness, of "unprovided-for old age," and of not being able to meet the cost of living today, she mentioned specifically.

Miss Hoey's thesis was developed from the psychiatrist's point of view by Dr. Daniel Blaine, medical director, American Psychiatric Association. In twelve years of practice, he reported, he believed he could say that every one of his patients came into his office because fear, anger, and desire, singly or in combination, had produced an emotional conflict within them. The mature individual, he said, has to learn how to put up with danger and to react to fear, because that is necessary in order to meet life's problems. When people suppress fear instead of "accepting it as something which has to occur, and going about their business," trouble begins.

Search for Values

In the midst of fears and disruptions are there any "eternal values" for the family, came the appeal to Mr. Johnson from a member of the audience. We cannot go back to the good old days, answered the university president, but we can do something about factors in our lives which are creating disintegrating forces—more employment, shorter hours, better pay, more equitable distribution of housing. As for the inner values, he believed, we would have to discover these by learning to understand ourselves—both our individual and social behavior.

A resounding indictment of those false values which "take us in" appeared in many of the discussion groups. Chief among these seemed to be the "glamour standards" encountered by young people in getting a good courtship start. The conflict between the urgency of glamour and the necessity for such steps, as attempting to have an understanding on money matters, is confusing, said these discussants.

Dr. Johnson's thesis about the companionship value of marriage was supported by a university professor, who testified that in his studies of young married folks who had been married three years, the majority felt this to be the chief value of marriage. Adaptability, said this educator, is what produces satisfactory companionship, and in a cheerful commentary on human capacity he avowed that his studies had shown marked adaptability in many young people for whom he would not have predicted marital success.

Faith in growth, said Evelyn Duvall, executive secretary, National Council on Family Relations, is an inherent value in family life—the faith that growth is natural. This, she believes, is what helps all of us survive "the tidal waves that come as an inevitable part of life." Such a faith is at the base of the courage to love, to live, to dare to be a family, she said.

Consideration of the values of family living quickly spread beyond the family group into society as a whole. We are in conflict about the nature of individual responsibility, was the cry from several panel participants and discussants. In one group, a clergyman said that our society suffers from "underestimation of what individual responsibility should be." The solution, he felt, lies somewhere between complete lack of community responsibility and too much of it. Warming to his subject, he called for change of "agency policies which sap individual initiative," for, at present, he believed "they penalize those who are able to cope with their own problems and pamper irresponsibles who should be made to go out and get work." A social worker rose to refute the idea that social insurance constitutes abdication of individual responsibility, and a community council worker pointed out that there are too many factors in society now which are beyond the control of the individual—depressions, illness, and so on. A visiting British sociologist, invited to comment here, felt that the decline of individual and family responsibility in England was "a passing phase" and "probably the least important result of a socialist system or any system."

In another discussion group, a doctor said that it was entirely too easy to say that the federal government should do everything; states, too, must take responsibility. And in another group, a government worker avowed that she "was all for social insurance and a government health program," but it seemed to her, "people should realize that the democratic way means taking responsibility." A sociology professor agreed, but thought the answer was "educating for social responsibility." "We have made the mistake," he said, "of educating people only to be enterprising as individuals."

What Shall Change?

Though many seemed to agree with Mr. Johnson that the times demanded examination of our inner selves for understanding of what we as individuals and as a society were doing, a number of discussants stressed the need for environmental change. During one of the panel evenings, a clergyman spoke from the floor: "What good can counseling or anything else do us," he asked, "in the social order we have allowed to develop? Any mother knows it's impossible to rear the right kind of child in the wrong kind of home."

A visitor from Hawaii offered the idea that perhaps healthy families lived and thrived in healthy societies. Point-

ing to "a little United Nations on our eight islands," she emphasized the fact that there was no social distance between the many races, even at the point of intermarriage. And in the last plenary session of the Conference, Kermit Eby, CIO's director of research and education, summed up his remarks on the role of labor in strengthening family life by saying that "we have a moral decision to make . . . since 75 percent of our federal budget is going for guns in support of negative ways to solve our present dilemma." "The only way to lick Communism," concluded Mr. Eby, "is to be more radical for better reasons."

In another group, after a heated discussion of housing inadequacies, a doctor said that what we needed was *social work* plus *social reform,* because "it looks as though adjusting the individual would be either impossible or

fruitless, unless parts of our environment are adjusted too." In the ensuing exchange one lady delegate drew cheers and applause from the rest of the group when she declared: "We get glamour, smokes, drinks, and everything in the world but what makes for the better life. Why don't we put the screws on and *get* what we want? We *can* get things from Congress."

Her declaration was badly needed in another group whose discussion about the paralyzing effect of fear, anxiety, defeatism, and pessimism that "seems to grip us all" had cast a pervasive gloom over the group. A child psychologist noted in our national life today "a hesitancy to believe that the common man has anything to contribute to democracy." A law school instructor said the students are eager to take hold someplace, but there just does not seem to be any place. A volunteer community worker avowed that there must be thousands of words of housing hearings—the need is clear, yet *why don't we do it?* The will is lacking, offered a cynical government worker, but it would not be long if citizens would start reading the Congressional Record. That shows up better than anything else the discrepancy between what we say we believe and the way we do things. The child psychologist tried to inject an optimistic note. "Maybe we are getting too discouraged," she said. "After all, many groups are doing things. Look at what the Health Assembly was able to accomplish."

Out of Kilter

The impact of specific social disadvantages on families was discussed and rediscussed. Chief among these was housing. In one discussion, a young veteran told the group that he and his wife had had to postpone having a family because of the housing situation, though they had already had to delay starting a family for several years because of the war. "I'd think there was something wrong with me," he said sadly, "except that I see all my friends up against the same problem."

Another indictment was on the count of wives having to work "for the price of a baby—which is higher than it ought to be." Recognition of this problem in another group led to discussion of the family allowance system, now operating in Canada and Australia. Here it was agreed that this might have some promise of helping young people get through the years when children are youngest and financial difficulties the greatest. A dissenter spoke up to say she thought it was the middle class in this country that had a hard time—most services seem to be either for the rich or the poor. However, being of the middle class herself, she wanted to make it clear how she felt:

"I don't want people to hand me out a lot of stuff," she said, "I want help in learning where I can get things for myself." In her home town she said the family service agency has begun to offer family services on a fee basis. Though many people still "hesitate because they think it's charity," she thinks this is a good idea for it shows some recognition of the problems of the middle class.

Parents Reclaimed

The audience burst into spontaneous applause during one panel discussion when Howard Lane, professor of education, New York University, confessed his wish "that the school could have as its major fundamental in our time the enhancing of relationships between children and their parents." It seemed to this professor that teachers do a great deal to undermine parents' affection for their own children, for "we tattle to you and 95 percent of our tattling is faultfinding."

A teacher in one of the discussion groups said she thought "we ought to stop scolding parents," and was joined by others in the group who thought parents were being made "frightened and insecure." After all, said another, parents "are the greatest specialists in the world, working on the biggest business in the world." And a delegate who was also a parent said heatedly that magazines ought to stop printing "scare" articles. "One says this and another says that," he fumed, "till, Lord, you don't know what to believe."

When you come right down to it, do parents really want help? In yet another group, a delegate from a midwest state department of education said that maybe it is not too apparent yet that they do, but from her experience she thought they did. A member of the Children's Bureau staff testified that the bureau had a steady stream of letters from parents "asking for help, particularly in understanding child behavior." Here again there was concurrence that parents had taken "an awful beating" and deserved more encouragement.

New Patterns

"The beaten path is for the beaten man," was part of Eric A. Johnston's message to the Conference. And though many conferees shied away from ideas which suggested changes in our concept of the family, its structure and its role in society, there were points at which old patterns were overhauled and new patterns suggested. For instance, one group came through to the idea that if we have to be cliff-dwellers in an essentially urban civilization, we shall have to plan for our older family members and plan for them separately. There was general agreement that each individual family should have its own home. However, it was pointed out in at least two groups that one of the sources of family strengths is the ability of the oncoming generation to relate to the oldest generation. Children need grandparents, aunts and uncles and, as the superintendent of schools from a West Coast city pointed out, some way must be found for generations to mix together, because this is one of the ways children get a variety of experience.

That there must be a new attitude toward children and youth, was the essence of another emerging pattern. Ideas of the new attitude definitely pointed away from the authoritarian role of a family's adults. In one of the discussion groups, a conferee commented that in our culture children are not thought of as having rights until they are wage-earners, while a group-worker said that in her work with teen-agers she had observed that the youngsters are creative in the way they go about things but are constantly being frustrated by adults "who know they can do better and won't let go." In an evening session Alice Keliher, professor of education, New York University, told of her experiences in leading discussions of high school youngsters all over the country. Not only are young people glad to have a chance to talk, she testified, but "there's nothing in the books that those kids can't say with the utmost simplicity." What we need, she said, is a basic switch from the point of view of waiting for "these miniature critters" to grow up so we can be on equal terms with them.

In this plenary session, which was presided over by Mrs. Oswald B. Lord, chairman, United States Committee, International Children's Emergency Fund, a panel discussion on utilizing the strengths of family life, led by Miss Keliher, brought out some challenging concepts of modern family living. Eduard C. Lindeman, professor of social philosophy, New York School of Social Work, started the ball rolling by suggesting ten criteria for family strengths. Stressing the need for democratic functioning through

"As our fiscal year draws to a close I want to pay tribute to the stanch soul who kept our food budget balanced! Oh, we ate soup sometimes — and hamburger —!"

such means as "an accepted division of labor" and "budgets openly arrived at," he pointed out that true family unity comes about through diversity and that the family should have both a sense of uniqueness about itself and allowance for "expanding plural loyalties." Where religion "is treated as one of the phases of experience" and morality "is assumed to derive its values from multiple sources," the family is strengthened, he asserted. And since all major tragedies of life are family-centered, there must be within the family "an awareness of imminent tragedy which is consciously cultivated but with avoidance of morbidness." The strong family is open to "a free flow of scientific knowledge," uses humor as a perspective and not as a secretive measure; and uses mental hygiene principles as tools of insight, "not as labels of identification."

During the discussion Mrs. Duvall suggested that strengthening of individual family members came through "communication . . . the ways in which they get through to each other, influence and affect, and help each other to grow." One of the most exciting potential strengths of the family, she believed, is that aspect of dynamic peace that comes through communication of people who have the courage to live freely and frankly with each other. "We are afraid of our emotions, afraid to live, to love, to hate, to fear."

The question of conflict and quarrel prompted Mrs. Duvall to remark that "it is better to have some emotional fireworks and have something come out of it in terms of communication and better understanding than just to keep peace and quietness for its own sake." Another panel member, Dr. Warren D. Bowman, Washington City church of the Brethren, agreed, saying that fireworks "can be a very favorable opportunity for guiding children into a wholesome expression of their emotions." An audience voice queried as to whether Dr. Bowman believed just children should have fireworks, and he quickly said that he meant "adult children" as well.

Resisting the Experts

Dismay at what seemed to her a bleak picture painted by these experts was expressed by another panel participant, Mrs. L. W. Hughes, president, National Congress of Parents and Teachers. "I have never studied these books on family life," she said, "and don't know a thing about the books and theories you are talking about [but] you make a family sound a terrible and ominous sort of thing." "I am glad there are no young people here," she went on, "you would scare them to death. They do not enter matrimony with any such ideas as these. And you had better be careful how you destroy those ideals. They might decide that families are what you say they might be. . . ."

Resistance to both the challenge and the shortcomings of the "expert" came out in several other spots. The term in many instances seemed to be used somewhat amorphously, having no discernible connection with any of the disciplines represented in the Conference group; in others, it was unmistakably directed toward social work. In one discussion group, there was a moment of unanimous censure of the profession because "every last one of them is hipped on his own specialty."

In another, welfare agencies were rapped because "they try to raise money for *services* instead of telling what people *need*." And in the final plenary session, the "government expert" was put on the "not wanted" list by Earl Shreve, president of the United States Chamber of Commerce. In a discussion of what business can do to strengthen the American family, Mr. Shreve objected to "the pattern of American life for generations to come" being drawn by professional experts, and said that "many federal agencies will have to be dismantled and their powers restored to the people." "What happened in last fall's Congressional elections," said the businessman, represents a "symptom of new vigor in national thinking." In his opinion Americans "are opposed to wild experimentation at their expense" and "dislike artificial restraints on private initiative."

If social work stock was low in some quarters, it was found to be high or rising among some of its professional brethren. From the anthropologist's point of view, for instance, according to Margaret Mead, associate curator of ethnology, American Museum of Natural History, it is "one of the greatest inventions of modern times." When, in her capacity of moderator of the final plenary session, Miss Mead introduced Stanley P. Davies, general director, Community Service Society of New York, who spoke on the role of social welfare in strengthening family life, the anthropologist characterized social work as "humanity's way of dealing with the fact that we are living in a rapidly changing society and that we have to have devices to help

Cartoon reprinted by special permission of *The Saturday Evening Post*. © 1948 by The Curtis Publishing Company.

individuals adjust to every shift of the relationships of the realities around them."

The olive branch was held out to social workers on behalf of the 42,000 members of the American Bar Association by Judge Paul W. Alexander, of the Court of Common Pleas, division of Domestic Relations and Juvenile Court, Lucas, Ohio, during a panel discussion in an evening plenary session. Referring to the "open secret" that these two professions have long look askance upon each other, Judge Alexander said, "I have seen [social workers] run from the court room when a lawyer came in and wished that I could run too." Perhaps lawyers are not totally to blame, he added, because "they may not be properly educated." He and his colleagues, he said, "are seeking [social work's] help, cooperation, assistance and support," in taking a joint approach to the social problems which demand the attention of both professions in their service of troubled folk.

"Retreat from a Frontal Attack"

It remained for Mary Fisher Langmuir, director of the Vassar Institute of Eugenics, to tie up several dangling Conference threads in her estimate of the role of education in strengthening family life, during the plenary session that preceded adjournment of the Conference. The basic function of society she felt the Conference had agreed upon was to "pass over by fair means or foul to the next generation the ways of feeling and behaving and the values, goals, traditions, and beliefs which are essential for our own peace of mind and for the continuity, survival, and general progress of society."

Our problem, said the educator, is "how to translate all the new facts, objects and gadgets that have been developed and all the new angles that have been invented, borrowed or rediscovered." The cultural lag, and inertia and the various allergies and resistances of human nature, being what they are, "it takes a lot of doing." The job of specialists and experts is "to sell change, tradition, reaction, progress—whichever way you are going."

"If we want to sell a new product or a new line or revive an old one or develop a new fashion of living," she went on, "we begin working on the family . . . we use the family for our various and changing ends but, in our society, we always do it for its own good. Then, to our consternation and indignation, we find the family massively resistant . . . skeptical about the new wares or the old ones, [but] it is just possible that this resistance is one of their main strengths!"

It is important that we know what we are sure of, and these, this educator felt, would be:

—That chronic fear, defensiveness, hostility and feelings of inadequacy in individuals or groups interfere with health, good workmanship, and sound learning and good citizenship.

—That competence, confidence, adequacy, self-respect, belief in oneself are good for the individual and for society.

—That what happens earliest is most important, and that characteristic ways of reacting to life are learned in the family, with whatever help the school, church, and community can give.

"As we go out into whatever our specialties are," concluded Dr. Langmuir, "let us try to see what is going on because, after all, 80 percent of our families are doing pretty well, either with us, without us, in spite of us or because of us. . . . Let us remember that if we go along [with the parents of America] if we will listen to them, if we will wait for them to ask us how we may help them, some of our good may be done through them. Growth retreats from a frontal attack; let us hope the days of frontal attack, reaction, and discouragement and division among us are over."

Designs for Family Living

Compiled from Conference Reports by Julia P. Newman

The picture of the American family today as it grew out of the Conference was that of a life cycle generated by a series of interacting processes, which can be identified separately but never disassociated in actual living. Man and woman marry, but with the first child they become father and mother. And with each succeeding child new roles are assumed, not only by parents but by children, too. Indeed, the only permanent aspect of the family is its constant state of change. Just as, in the word of Heraclitus, no one can step into the same river twice, so no two children are ever born into the "same" family.

This concept implies certain developmental tasks for the family as an entity and for each of its members as individuals. From the two-year-old who must learn to fit in, emotionally and physically, to an ever-widening sphere of contacts; through the middle aged parent who must gracefully relinquish his children to their independent lives and reestablish, if he has lost them, his own contacts with his community; to the aging person who must accept declining strength, often chronic illness and widowhood or widowerhood, and all too frequently unemployment, decreased income, and an unwelcome dependence on others; every individual has his own needs and his own responsibilities.

It is not only *within* the family, however, that these interacting processes take place. Between the family and the community, the family and the nation, the family and the world, is a constant flow and reversal of strivings, influences, and pressures. Each is continually being changed by the other. So it is that developmental tasks of the family imply developmental tasks of society in relationship to the family. That society has not kept pace with our industrial age in this regard was a primary assumption both of the Conference planners and the delegates.

Major aims of the Conference were to "discover specific means by which the American family may be strengthened for the benefit of its individual members and society"; and "to develop programs of action aimed at achieving greater security for the family and its members."

Consequently, although the Conference itself was authorized to sponsor no official resolutions or recommendations for action, a number of needed, specific community services to the family emerged inevitably from the discussions and reports. In preparation for the Conference, these reports had been prepared by subcommittees on community participation, counseling and guidance, economic welfare, education, health and medical care, home management, housing, legal problems, recreation, and social welfare.

How Well Do We Live?

In an address on trends in social and economic patterns, delivered at the first plenary session of the Conference, Ewan Clague, commissioner of labor statistics, Department of Labor, commended to the attention of the group an examination of the real effect of rise

in income and rise in prices upon different families in the country. According to the Bureau of Labor Statistics' "yardstick budget," the city worker's family, at June 1947 prices, needed from $3,004 (in New Orleans) to $3,458 (in Washington, D. C.) to meet needs adequately. Further, the consumer price index for March 1948 has risen 6 percent over that of June 1947. "Although a large proportion of our families are probably above this level," said Mr. Clague, "it is clear that a significant number have income below the budget standard."

The report of the Conference's subcommittee on economic welfare concluded that, in spite of improved employment opportunities, greater regularity of employment, higher wage rates, and higher incomes generally, the economic welfare of American families is now being seriously affected by rising prices. The President's Economic Report for January, 1948, pointed to the decline in rate of savings from 24.4 percent of disposable income in 1944 to 6.3 percent in 1947. Furthermore, these savings are being used, by and large, for general living expenses and medical care, rather than for durable goods and housing, for which they would normally be used. The report warned that "such use of savings for current living expenses is an ominous sign for the economy as a whole." And the family has gone into debt. The present level of consumer credit, according to the committee report, is "not alarmingly high in relation to the size of our national income." But, it went on, if national income and price levels should decline suddenly, debt would place a good many families in a serious financial position.

What are the effects of this on family stability? Every family has a stake in the national economic policy, the committee's report pointed out. More and more, governmental action affects the whole of the economy. The dismal consequences of failure fully to employ all our productive resources were dramatically seen in the decade of the Thirties. Furthermore, Americans realize that more stability is needed, for, as this report claimed, "the passage of the Employment Act in 1946 was a recognition of the desire of the American people to stabilize the economy so far as possible without sacrificing its essential and dynamic characteristics."

Disruption of family life frequently springs from economic fears—fear of illness, of unemployment, of anything which will cause an interruption or income for which the average family is unable to prepare a cushion. To overcome this, Miss Hoey told the Conference, a federal insurance system is needed to give an assured minimum income even in case of involuntary interruption of employment, with a supplementary public assistance program for those unable to meet this income even under the insurance system.

As many conferees pointed out, it is on the "expanding family" that the economic burden falls heavily. For Joe and Jane, faced with mounting costs as their family increases and grows older, plus regular insurance payments and frequently the burden of debts, mortgages, and outside financial responsibility, one committee report offered two proposals.

The first was for the development of humane insurance plans which might shift part of the costs of accident, sickness, hospitalization, housing, and education of children to the later stages of life, when Joe's earning powers are greater and his obligations fewer. The second was for some plan to equalize the costs of housing, hospitalization, and medical care for all citizens rather than burdening those who bear children with all the costs of rearing them.

Part time or lightened employment is an important necessity during early old age, too, Conference reports emphasized, and can serve to prolong the period during which the aging family may remain partially or completely self-supporting. Increased economic support from public sources could do still more to relieve family tensions by assisting the aging family to live a well-rounded life. And then for the "middle years," men and women of forty-five or over, the major economic problem is still that of convincing employers that they are not yet ready to be discarded. Many Conference delegates questioned whether or not a program of full employment could be said to be fully implemented when special campaigns were still necessary to find work for men and women of middle age.

"Not Half as Good as We Know"

Housing, commented a Conference report, is both a product and a process. The product is not only the shell of dwellings, but their design and basic built-in equipment; the layout and equipment of the neighborhood, open space, play space, schools and shops; the location of the neighborhood, rural, urban, suburban. As a process, housing includes maintenance and remodeling, neighborhood services and environment; it requires technical and social research, individual, family, business, and public policy decisions. In short, housing is the physical environment, largely man-made, in which

families live, grow, and decline. As such, it was of primary importance to the Conference, and probably no other topic received such wide discussion or achieved such unanimity of opinion.

The passage of the Taft-Ellender-Wagner Housing Bill seemed to most of these delegates to be a necessary beginning move. Although they recognized that for the adequate housing program of the future we need much more information about family needs and habits, they also felt, like the farmer quoted in one of the reports, that "we ain't farming half as good as we know how now." As a start on meeting the need for better housing, which is part and parcel of the need for more housing, a reconsideration of traditional practices in light of the needs of the beginning, expanding, and contracting family came in for discussion. Restrictive covenants and other forms of segregation, the "no children" ban, and the rigidity of today's neighborhood and home construction, were all marked down as obstacles on the way toward housing which truly meets all families' needs.

Why should not a neighborhood have a variety of housing units, asked one report, some large, some small, some for sale, some for rent, some in free standing houses, some in groups or rows and some in walk-up apartment buildings, with, of course, offsetting open space to hold down the density? In such a neighborhood a family might move without tearing up its roots. Miss Keliher sketched a picture of a single ideal apartment house for the expanding and contracting family, with nursery space, cooperative laundry, auditorium, life tenure leases. As the family grew, it could move progressively from apartment to apartment, graduating from an initial three to a final ten rooms—and back down the scale again, as children grew and began to leave home.

"We must be flexible about bricks and mortar," said Miss Keliher, "be

creative about material things, get in the position—in this day of mechanical devices—where *we* throw the switch, *it* doesn't throw us."

Learning for Living

Education for life is education for the family, commented a member of one discussion group, and the degree of strength with which an individual or a family will meet the basic insecurities of life in our society, is determined by the educational process which begins with the infant's first awareness of needs and satisfactions. The several educators who suggested a research project into the effectiveness of the educational processes of the past on the actual living adjustments of young people were by no means sure that it would prove flattering either to educators or to other agencies. A body of reliable knowledge does exist which, put into practice by aware parents, helps them rear healthy, happy, alert children. But many parents are grossly ignorant of much of this information, and the techniques for reaching all or even most of them have not yet been established.

In an urban society, nursery schools can be a valuable adjunct to the family, not only in providing places to play and playmates, but in educating the child's parents. Again one of the richest educational resources which we as a nation possess is that of creative home-school relationships from kindergarten to college. Parents, teachers, and children working together on matters of mutual concern can and often do determine the very nature of their community life. The question with which the Conference most often concerned itself was how to release more of this creative energy.

Some answers were found in a thoughtful reexamination of the ways in which these two basic education agencies—home and school—interrelate their activities. If homes and schools are really to be working partners in education, they must accept mutual responsibility for developing *cooperatively* the educational goals for their communities, and for securing the facilities to carry them out. Prevalent social attitudes toward homemaking as a career, for instance, with the deprecatory implications of the phrase, "just a housewife," are subject to educational influences and certainly fundamental to the future of the family.

In specific terms, this whole cooperative effort means opening up channels of communication between home and school through conferences and joint activities, systematic efforts to dramatize and disseminate information throughout communities and the intelligent use of all good modern educational methods, including press, radio, screen, and stage. Finally, it means more intensive and widespread efforts to underwrite this whole cooperative movement by providing competent professional leadership for it in every school community, and by a widespread training of lay people in the techniques of group discussion and experience sharing. Within the schools themselves, a general revision of antiquated grade standards and outmoded curricula, and the development of a genuine approach to children as whole people, were set up in the Conference data as major needs if more children are to reach adolescence unmarred and have a good start toward healthy adulthood.

Counseling for Everybody

The study and development of human relations—of the ability of people to live satisfyingly with themselves and with those about them—is essential for the survival of mankind; that ability is the essence of the modern concept of mental health. The first experiences in living with others occur within the family, and set the pattern for all future interpersonal relationships. The mental health of people, therefore, depends to a large degree on the kind of relationships that the individual is able to establish in family living.

"With the increasing complexities of modern life," said the summary report of the Conference's four subcommittees on counseling and guidance, "there have been obvious changes in the functioning of the family. Responsibilities formerly handled within the family itself are now shared by community services. . . ." Counseling, for the purpose of promoting personal and social adjustment, is a case in point. Defined in this report as "a personal dynamic relationship between an individual and a conselor, the goal being a self-determined solution of the individual's problem," this service has grown up in four specific fields—child guidance, marriage and family counseling, school and vocational guidance.

Although the child guidance movement got its start in the treatment of troubled and troublesome children, its development has led to the conclusion that its most effective and positive contribution rests upon its ability to help in the development of healthy parent-child relationships. The better child guidance clinic today, its methods rooted in the combined skills of the phychiatrists, psychologists, and psychiatric social workers who make up the clinic team, recognize the individuality, the needs, and the rights of both parent and child. For a truly free flow of feeling is a two-way business. Education for family life includes freeing parents as well as children to express their own feelings, both positive and negative. The counselor can help parents to the realization that the ultimate relationship between child and parent is not an unfathomable mystery, but the sum of thousands of small daily experiences over a period of years.

Insofar as the child guidance clinics, a relatively new development in professional services, have led teachers, nurses, clergymen, doctors, and social workers to seek the understanding which these teams have acquired, they served to enrich and make more effective the work of other professions. The need in most communities, the authors of the Conference report on counseling felt, is to add a clinical service which would work directly with those persons and families who need it, and would integrate its work with that of other professions in serving the community at large.

There are in the United States at present about three hundred active marriage or family counseling centers, functioning in about forty states. Psychiatrists, doctors, ministers, social workers, psychologists, lawyers, teachers, work through agency programs and in their own professional contacts to help men and women achieve satisfactory adjustment before and after marriage, and in the various phases of family life. Concern for prevention of marriage difficulties; for improvement of differential diagnosis (so that each discipline is better equipped to recognize its particular sphere of competence); and for greater knowledge of community resources, was expressed in reports from these various professions. Recognizing the limitations of this kind of counseling, its varying standards that depend so completely on the types of organizations, sponsorship, and availability of trained professional personnel, the Conference still recommended its extension to more communities and wider groups, possibly through the use of group counseling.

Dr. David Mace, a British sociol-

ogist visiting the Conference as an observer, described the chain of voluntary marriage guidance centers now operating in a hundred towns and cities of England. The program has the complete support of professional and community workers and in conjunction with the government committee on divorce prevention, has worked out a perspective of a nationwide counseling and guidance service. Conference delegates were particularly interested in the distinction made in the British program between the marriage counselor, who is a general practitioner, and the marriage consultant, a specialist in medical, psychological, legal, social, or ethical fields.

To advance the professional character of the service as a whole, the Conference reports and discussions also pointed to the need for a systematic survey of the sciences of human behavior (anthropology, biology, psychiatry, psychoanalysis, psychology, sociology), to compile pertinent information for use in marriage counseling, a training program which would set professional standards, and further research on the factors making for successful marriage and family life.

Fitness for family life, however, begins with the emotional health of children. The Conference in all discussions on counseling concerned itself with the gaps in understanding between parent and child; between schools, community, home, and church on the one hand, and the "younger generation" on the other. The school counselor, serving first as liaison between child and the world of school and home, and second, as liaison between school and parent, is an important resource to the maintenance of sound family life. If it is true, as more than one delegate suggested, that schools and other agencies have been more concerned with setting standards for the child to live up to than with helping to develop his own inner criteria, then the well-trained counselor becomes even more important.

The services of competent school counselors should be available to every child and youth throughout his entire school career. Parents, on the other hand, through their home and school associations, have an opportunity to examine counseling facilities available to their children and promote the development of these to their fullest.

Training institutions, furthermore, need to make provision for more adequate preparation of an increasing number of counselors, with greater emphasis upon understanding the dynamics of human growth and development, the counseling process, and field work, and for giving teachers and counselors alike a clearer picture of the functions and limitations of both their roles. A great deal of the confusion surrounding teacher-parent-counselor-child relationships can be dispelled by this kind of understanding. With facilities for the "mental hygiene" approach to children so often inadequate to the concept, the teacher frequently finds herself expected to do far more than she is trained to do. Particularly is this true in work which often approaches therapy with disturbed or difficult children.

Counseling and guidance services in the schools are a supplement to the teacher's responsibilities. The counselor or guidance worker, on the other hand, can reasonably expect the teacher to know when a given problem is a growth problem, to do a screening job, and to make referrals.

The same kind of specialized training is a requirement for all types of vocational counseling which, according to the report, includes vocational guidance for young people, an improved program of employe selection, personnel counseling for employed workers, and a special program of counseling for older workers. A comprehensive vocational guidance program includes "provision for the distribution of information on occupational opportunities and requirements, individual counseling, vocational tryout experiences, placement, and follow up." On a school age level, vocational and general school counseling are closely related, though each retains its separate functions, and the need for extension of services exists for both.

Vocational readjustment at the older age levels, however, should have the same concerted attention of psychologists, educators, and employers, the same guidance centers and on-the-job counseling. "The older person who must readjust his work patterns, either through changes in his own physical strength or employer discrimination against older workers, needs all the help he can get."

Concluding that "the fast moving tempo of our day makes fresh and vigorous demands upon children and adults alike," this report reminded conferees that "World War II has refocused our attention upon the waste in human potentialities, the costs of remedial care, and the potential savings in prevention."

The Law and the People

A conference devoted to the welfare of the American family could scarcely forget that the family is a legal unit. Marriage is created and regulated by law. The rights of children to nurture, education, and safety are legal rights. Thus, if the law, utilizing the social sciences, becomes responsive to the demands of the contemporary American family, a powerful ally for the attainment of all the Conference objectives is gained.

Present divorce laws are a farce, said Judge Alexander's report for the American Bar Association, prepared for the Conference. These and other laws in the field of domestic relations are actually, in themselves, a threat to the stability of marriage. As a first recommendation, therefore, the report urged that the President of the United States appoint a commission of ten or more leaders drawn from the fields of religion, medicine, education, and sociology, as well as law, to reexamine the laws regulating both marriage and divorce, in terms of their objectives, their methods, and their results, and in the light of the social role they have to play in strengthening family life.

A second suggestion concerned the distinctions between criminal or quasi-criminal courts, where the issues are of guilt and punishment and in which divorce cases are handled today; and the "socialized court," exemplified by the Juvenile Court, where the philosophical orientation is toward diagnosis and cure. With the comment that the behavior of unhappy spouses is often not unlike that of the delinquent child, and for much the same reasons, the Bar Association report urged the institution of family courts where all cases involving the family could be tried. Staffed, as are the best juvenile courts today, with trained specialists, including psychiatrists, clinical psychologists, psychiatric and social caseworkers, counselors, and teachers, such a court would be in a position to probe the causes of a sick marriage, and to offer an actual marriage guidance service. By thus making counseling com-

pulsory, as contrasted with the voluntary guidance offered under other programs, and automatically extended to all who attempted divorce action rather than to the fraction of such people reached by the private agencies, a good number of divorces might be prevented. In addition, the fundamental point of attack would be shifted from the *result* of broken marriages, which is divorce, to the fundamental factors causing them. Other recommendations dealt with further study with regard to illegalizing "runaway" marriages, the feasibility of compulsory premarital education, and actual methods of pooling all of society's resources toward developing the personal attitudes which in the last analysis are the only final guarantee of marriage.

Finally, if the vast amount of law which already exists to protect the family and its members is to be effective, the family and its members must be able to take advantage of it. This involves the services of a competent lawyer whenever the need arises. But millions of people cannot pay anything at all for lawyers' services, and millions more cannot pay in full what legal services actually cost, even when they are rendered with maximum efficiency. The Conference objective for an American family which is an independent, self-respecting, self-supporting unit can only be achieved if legal agencies as well as others make their services available to everyone regardless of ability to pay. The Bar Association report concluded with a recommendation for the expansion of the already existing Legal Aid organizations, and of the newer projects for Lawyer Reference Plans and Legal Service Offices for Persons of Moderate Means.

Neighbors Then—Services Now

Organized social services are simply the expression, in a highly complex society, of the matter of fact, neighborly efforts to help those who were in trouble in our pioneering days. Institutions to care for the sick, the mentally ill, the homeless child, the aged; services to furnish nursing care, placement and foster home care for children; guidance and counseling help for the handicapped, the new settlers, the elderly; facilities to aid working mothers and veterans; a myriad of specialized services have grown up to meet the increasingly difficult problems of special groups.

The distribution of many of these services is incomplete and uneven. Numbers of them are concentrated in the larger cities, practically inaccessible to large areas of the country. Planning is needed to extend them, partly by greater public assumption of responsibility, partly by better regional planning and organization, partly by better financing and coordination of existing services to extend their reach. And equally necessary is the extension of interchange of experience, experiment and research of many disciplines. Cooperative planning and pooling of knowledge of the fields of psychiatry, education, sociology, social work, is a first requisite for the development of a sound program that will meet the needs even of these groups.

But what of the needs of the family, of the average American family which does not fall into any of these categories, is fairly well-rooted in the community, is not chronically on relief, and is doing its best to get along? This is the family which received much of the Conference's attention—the family whose needs are most often lost sight of in the welter of services for one or another special need or group. What community resources should be available to the "normal" American family? Out of Conference reports and discussions came a list of social welfare needs, neither maximum nor minimum, but representing "a reasonable goal, some of which has already been achieved and all of which seems attainable within the next few years if effective efforts are made to secure it."

An adequate, federally backed plan of social security, first of all, would include: (1) Old age and survivors insurance to cover all employed persons, in adequate amounts to provide real old age security. (2) Reasonable job security, supplemented by unemployment insurance. (3) Insurance provisions against the hazards of serious illness, as well as a comprehensive federal-state plan of public assistance, general as well as categorical. (4) Low cost public housing, to meet the needs for decent shelter of low and middle income groups.

Next, sound and effective health and welfare services, locally administered, both public and voluntary, would require: (a) an efficient county or city health department; (b) hospital and clinic facilities available to all parts of the population; (c) public social services, locally administered, with high standards and adequate budgets, to provide individualized relief with casework service, probation service in the courts, child welfare services, school counseling and guidance programs, and a public recreational program under competent direction; (d) youth services through voluntary agencies for organized recreation, informal education and cultural opportunities; (e) casework services available to any family for counseling on personal and family problems, for help in the event of serious illness, physical or mental, and the particular problems of child care.

Finally, a program of family life education, supported by the community and available to all families within it, was felt by the Conference Committee on Social Welfare, to be a vital need in helping individuals and families to understand both the adjustments and the goals of happy family life.

Family of the Future

It was given to these conferees, as they read the rich, carefully prepared materials and took part in the discussions, to catch a glimpse of what family life could be—at once a free and rewarding setting in which parents and children might grow together, and a source of healthy energy to be generated into our common life, in community, nation, and world.

Though a dynamic of family living is "elusive," its essence lies in the minds and hearts of people. And the social, educational and legal structures upon which family life depends are made up of ideas representing our collective life experience. Pressures of man's own creation force the unseen dynamic of family life against these invisible structures. In its evaluation of this impact, the Conference on Family Life has succeeded in providing some chartings for change.

Silhouettes by Gedge Harmon

Everybody's Problem— Everybody's Interest

ERIC A. JOHNSTON

The National Conference on Family Life adjourned at noon on May 8. But all of us recognized that the falling of the gavel marked the beginning and not the end of our efforts.

Much of the great good accomplished in Washington will be largely lost unless the work of the Family Life Conference is translated into programs of action on the local level.

The appropriate sequel to the Conference would be community institutes on family life throughout the nation, each a miniature of the Washington gathering, in effect. As the Washington gathering represented an integration of more than 125 widely diverse groups, but all concerned with one phase or more of family problems, so the community institute should be an integration of community groups of comparable interest.

Certain obvious areas for national action were pointed up by the Washington conference, but the major efforts in strengthening American family life and protecting it from stresses and strains which press upon it from every side in today's complex world must be made in the community.

Delegates to the Family Life Conference and their associates within their respective national organizations can first of all sound the call in communities for assemblies on family life, which will embrace every community group and organization whose activities touch on the problems of family living.

Scores of such public spirited organizations, covering all the specialized areas — education, social welfare, health, recreation, and housing—are already actively at work. There is no need to form new organizations. That, in my opinion, would be a mistake.

A Community Institute on Family Life, it seems to me, should be the "baby" of no one agency or specialized organization. This would defeat the very purpose of the institute. Nor should it consist only of professional workers and experts in welfare fields. Volunteers as well as professionals are vitally needed—for the National Conference on Family Life clearly developed that the problem of family life in America today is everybody's problem—and its future is everybody's interest.

Community Action

I suggest two steps for local action:

The first is the selection of some one person, skilled in community organization and cooperative effort, as the acting director or secretary. The most logical place to look for such skill is an existing organization such as a community council or a chamber of commerce. He should be given executive responsibility for enlisting and coordinating the efforts of all individuals and groups that could contribute to making such a conference the basis for a closely integrated movement. To do this, he will need the active support of those initiating the plan.

The second is a determination as to whether a continuing community council to work for better family life is needed. Could such a council reduce the hazards to family life, whether economic, health, social or educational? Could it develop better services for families? A major consideration in this decision must be the community machinery already in operation and the possibility of broadening an existing council or focusing its attention on family life, instead of establishing a new competitive organization.

Integration of effort, so well started in Washington on a national scale, offers a natural blueprint for community miniatures, although each community pattern will, of course, be different. In the field of family welfare, no two communities have precisely the same picture, no two should adopt exactly the same organizational or actionary program.

The task of setting up a community council on family life, either as a new organization or within an existing communitywide structure, may not be easy. But in spite of difficulties, I believe it promises so much it will be worth all the time and trouble and effort needed.

There is probably no community in which every home is free from the stresses and strains in the broad fields, such as housing, health, and education, so intensively discussed in Washington.

Basic to all family problems is the economic welfare of the family. So long as the family income is insufficient to meet its needs, that family is consistently in danger. Preachments will not solve this problem. Neither will legislation alone. Only increasing social consciousness will solve it. The community councils can, however, keep that simple, cold fact constantly pointed out. Public awareness is, after all, the key to the solution of family difficulties in America.

In Washington, the first broad steps were taken toward arousing national consciousness of the problems of today's familes. On the local level they can be improved upon and adjusted to prevailing community conditions.

Four Goals Ahead

In each community, it seems to me, there are four goals for which to aim:

1. Better integration of services now available to families to help them build on their own strengths and to protect them from disruptive forces.
2. Establishment or extension of services to fill obvious gaps.
3. Better communitywide knowledge of the services available to families.
4. Better and wider use of the existing services.

To discover how far our own communities must go before reaching these goals, we might consider them in the light of the following questions:

Are two or more organizations working toward the same end separately when an integration of their services could accomplish more? That must be determined by the community council.

Is there a community group functioning on the housing front? Do all the people know about it and where to find it? Are they utilizing it?

Is there an opportunity for householders to learn more of home management? Good housekeeping is, after all, a matter of good home management, a question of each family getting the most out of its available resources. Counsel and instruction should be vastly expanded in this field. The splendid work of the homemakers' clubs in the rural areas of the country is a convenient pattern for adaptation to the urban areas where urban counterparts do not as yet exist.

Is the average family aware in each community of the medical and health services available to it? Has the service been thoroughly pointed up in the community consciousness?

What can be done to increase recreational opportunities directly related to family life? This needs to be done for all age levels, but a most interesting development at the Washington Conference was the emphasis on the need to provide better recreational opportunities for elderly people. This is a growing problem throughout the nation—a direct result of the lengthened span of life—and is certain to become more pressing as the life span further lengthens in the future.

Is there a family court in the community and, if so, do people know about it and are they using it?

All through our deliberations at Washington, we talked in terms of "a family crisis," thoroughly aware that two wars and a major depression in a single generation had made a profound impact on family living.

But all through our discussions I discerned this basic question: "Are we dealing with the disintegration of family life, or are we witnessing instead of delayed adaptation of the family to modern industrial living?"

I am firmly convinced we are witnessing a delayed adaptation. The family spirit remains as strong as ever; the desire for a happy home is as intense as it ever was; the child of today is no worse than the child of yesterday.

But the 1900 family simply could not live in today's world if it were suddenly transplanted to 1948.

One has only to picture the amazing confusion of a 1900 family awakening one morning in 1948. The speculation as to the bewilderment of that family could be endless. For instance, it would be lost in the clutter of electrical and mechanical gadgets it might suddenly find in its home.

I think we would find that before the day was out, that 1900 family would have suffered from stresses and strains that we can but dimly imagine. The fact remains, however, that in our adaptation to industrial life, we have suffered almost as severely, but not as acutely, as that fictitious 1900 family. The shock on the 1900 family would occur all at once; the impact on the 1948 family is cumulative—the result of chronic pressures, slowly building and multiplying.

No One-Shot Solution

The complexity of the entire problem forbids the thought of finding one solution and each separate problem of family life calls for an individualized answer.

It was clearly brought out in Washington, for example, that in the instance of juvenile delinquency there is no one single cure—because there is no one single cause—and that if we attempt to find a one-shot, hypodermic solution we are in danger of finding no solution at all.

The convenient scapegoats of the radio serial, comic strip, motion picture, jive music, and sensational newspaper and magazine stories, often publicly whipped as the inspiration of juvenile delinquency, did not, in final analysis, stack up as very guilty.

The Big Chore of Growing Up

I carried away from the conference a simple story which so impressed me, it warrants the retelling. A few years ago, a citizens committee was studying juvenile delinquency. In the course of its inquiry it decided to visit a federal penitentiary to talk to those men whose careers of crime had begun in childhood. What these men said can be summed up in these words:

Give children a sense of being wanted—of being protected—of love.

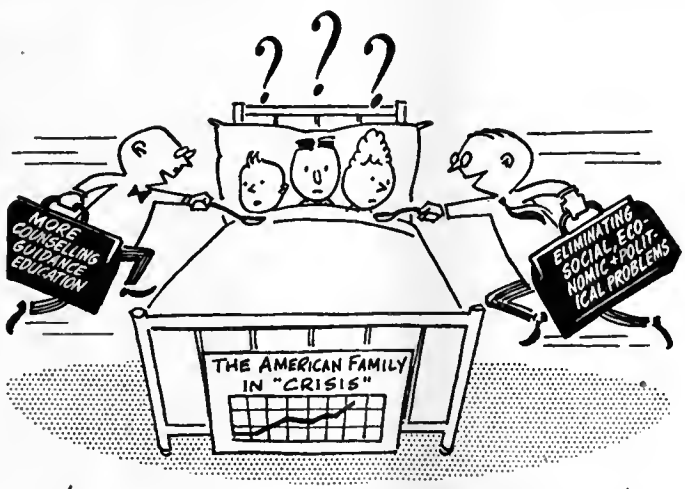
The child who feels he isn't loved suffers from lack of the security so necessary to normal childhood, so vital to cheerful adjustments of the big chore of growing up without stubbing toes.

The frightened parent, the emotionally insecure parent, the sick parent, cannot feel or express a normal love for his children. The child reflecting the parents' fear and frustrations, or frightened by parental rejection, adopts a neurotic pattern of behavior—frequently of an antisocial or vicious nature.

Wealth does not of itself spell love for the child or mean a happy home. Many a well adjusted happy family has struggled all its days to meet the rent. The problem of the happy home is bigger than that. The problem is just about the biggest job on the home front at this hour.

We need to find useful things for people to do to buttress the family structure, locally as well as nationally. Can we not use the great natural resources and talents which we have, to do a truly creative job of strengthening family life? Turn loose the fertile imaginations of 140,000,000 Americans, and the right answers are not long forthcoming.

Welcome ideas. Welcome them in the spirit we annually welcome the spring with its promise to new life, new growth, and a world aroused from sleep. The harvest cannot fail to be fruitful if we prepare for it with open hearts and open minds.



"Why not use both medicines...?"

Courtesy of National Institute of Family Relations

EPITOMES

PUBLIC HEALTH NURSING

Nursing for Health in Tomorrow's Family

Ruth W. Hubbard, R.N.

The family of tomorrow will have goals in health which we, as members of the health team, can help them to achieve. There is a new challenging family attitude that does not accept illness as inevitable nor handicap as insurmountable. Tomorrow's family is going to want to enjoy good health and use to the full its several individual resources. Tomorrow's nurse will continue to be concerned with the care of those already ill. But she, like the nurse of today, will have as great, if not greater, concern for the maintenance and promotion of health in her families.

How can this nurse of tomorrow work with her families? I think she will render her major service for health in families in their homes, for it is in the home that the family lives. The person who hopes to help a family to healthful living must be familiar with and understanding of the family individually and collectively.

How?—you ask? Seven ways suggest themselves: the skill of the nurse in discovering the family's own sense of need for help in health; her ability to recognize and accept their readiness as it presents itself; basic knowledge so much a part of her that she can adapt it freely; ingenuity, skill, and patience in timing advice and suggestion; adequate knowledge of available health and medical resources and the way they can be used; a fundamental appreciation of her professional function as one member of a team which enables her to work with and through the other healing arts professions in behalf of her family; and a freedom from judgment, coupled with perseverence. The sense of humor is certainly indicated and will be there.

With whom does the nurse work on behalf of her families? She is but one member of a growing group in our society which works in behalf of family health. The family, the physician always, the social worker, and the minister often, are recognized members of this team.

Finally, the last question—is nursing for health in the family a pattern for all and if so how can it be secured for the American family? The Community Service Society [in New York City] has developed an outstanding example of the service we have been discussing for a small number of families. The extension of the benefits to all our countrymen is the challenge before us now.—*Public Health Nursing, June.*

From a talk given at the Centenary program of Community Service Society, March 18, 1948

AMERICAN JOURNAL OF
PUBLIC HEALTH
and THE NATION'S HEALTH

Beginnings of a Mental Health Program in a State and Local Department of Health

Kent A. Zimmerman, M.D.

Health officers in general recognize that a pressing need is the rapid development of mental health programs. Psychiatric clinics would probably be established by the thousands if it were not for the lack of funds and well trained personnel. A growing number of people are coming to feel that a practical approach could be made through professional workers already giving service to the communities.

In cooperation with the Commonwealth Fund, the California State Department of Public Health undertook a project to ascertain what kind of program might be necessary to promote incorporation of mental health principles as part of public health practice. A study of the state department and three local departments in the San Francisco Bay area [showed that] health workers are: eager for what psychiatry can offer them; feel they need the expert before anything can be done; feel inadequate in knowledge about normal emotional behavior; need more understanding of the emotional structure of the doctor-patient and nurse-patient relationship; want some instruction in interviewing and counseling.

These studies enabled us to draw up a plan of action. In the state department, the program is starting with a series of seminars for the top administrators. In two local departments projects are under way which represent approaches toward aiding nurses and physicians to grow more quickly into the role of handling the emotional aspects of everyday practice.

It is contemplated that in cooperation with the Child Development Center of the Children's Hospital of the East Bay, the state department set up an experimental experience to see whether we can supply some of the needs that nurses and physicians do not get in their professional training. A few physicians and nurses will spend two to three months working with the nursery group under competent direction. If these physicians and nurses feel such an experience is what they need, we plan to invite staff throughout the state to apply for this experience. These will provide a nucleus around which inservice training programs may be started.—*American Journal of Public Health, June.*

Channels

Public Assistance Needs a New Role

William P. Sailer

Public assistance is under critical observation in the press. It is an excellent opportunity for interpretation.

We in public assistance state with conviction that the major problem is that too many people are obligated to depend on it for their livelihood. Comparing the totals for the social insurance and public assistance [in 1947], we find an approximate weekly average of 1,000,000 unemployment compensation claims plus about 1,800,000 old age and survivors' beneficiaries—as contrasted to over 4,000,000 assistance recipients. Public assistance is a major reliance in our society today pri-

marily because it is called upon to cushion our failures in providing other social measures to assure adequate living conditions.

In my opinion, it is in the fundamental difference between social insurance and social assistance that we can discover why public assistance is so vulnerable to attack. Robert M. Ball points out that public assistance establishes a right to a money payment, paid not because of service but because of need; and because of this, attitudes toward it and toward earned rights are very different and there is a tendency to confuse public assistance with a gratuity.

I am more and more coming to the conviction that we in public assistance have failed in our responsibility to the clientele we serve. Isn't it time for us to state unequivocally that assistance as a way of life for over 4,000,000 of our fellow-citizens is incompatible with our concept of human rights? It must be apparent that we should not attempt to rally the people to the support of the public assistance *program* as it is—rather we should present the *problem* as it is, and we should then rally the people to support remedial action for other social measures which will prevent or reduce dependency, and a comprehensive program of social insurance covering all major risks. Only then can we really evaluate the effectiveness of the public assistance program.—*Channels, May.*

RECREATION

From City to Country

Barbara Carrell

In 1877, a young clergyman, the Reverend Willard Parsons, suggested to his congregation in Sherman, Pennsylvania, that they invite needy children from New York for a summer holiday. Their response became the model for today's Friendly Towns. The late Whitelaw Reid, owner-publisher of what was then the *New York Tribune,* became so interested that he established the Tribune Fresh Air Society.

Here is how the plan works today. In the early spring, fund representatives travel out to country areas. The representatives has two responsibilities: to meet with Friendly Town committees already established and to visit new locales. Often a talk with the local minister, an informal speech to established youth committees, evokes great response. A local club can easily appoint a subcommittee to publicize Friendly Town, elicit invitations, and correspond with the Herald Tribune Fresh Air Fund in New York concerning the number of young guests invited, their arrival and departure schedules, and so forth. Such a committee must also point out that all journey expenses are paid from the fund, which is supported by donations, but that the actual small cost of the child's visit is borne by the host.

There is far more to this program than a vacation. A child's revised conception of life outside the city may turn out to be more important than the pounds he gains.—*Recreation, June.*

COMMUNITY

Camping after Sixty

It's an experimental camp for youngsters. How about trying an experiment with the oldsters, too? That was the idea that prompted the old age division of the Toronto Chest to announce in March 1947 that September would be old folks holiday month at Illahoe Lake.

A memo describing the plan went to churches, family agencies, departments of public health and welfare, and Old Age Pension Commission. There would be two holiday periods of two weeks each; the fee $6 per period. Agencies were asked to select prospective "campers" carefully, and screen out those with difficult personality traits.

There was no planned program of recreation. In the daytime the campers explored the nearby town of Coburg, or sat on the lawn chatting and knitting. In the evening checker games, bridge, and bingo popped up spontaneously. The townspeople were interested cooperators. Each period had its closing ceremony. The first a banquet; the second a "Christmas party." Forty-three oldsters enjoyed the holiday.

The results exceeded all hopes. Jean M. Good, secretary of the division of old age, summarizes the reasons: "the ideal location and comfort of the lodge; the careful selection of the group; and a wise and kindly director who knew that old people can have a lot of fun together if left to their own devices."—*Community, June.*

JOURNAL OF
Social Casework
Formerly THE FAMILY

Casework Service at Intake in a Day Nursery

Mary H. Stark

Since 1937, Family Service of New Haven has provided casework service at the Leila Day Nursery. A joint committee from Family Service and the nursery meets at intervals in an advisory capacity.

Changes in the extent and focus of casework service have been made from time to time, but the committee has retained a conviction that the admission of any child should be dependent upon the joint planning of the director of the nursery and the caseworker. Through the caseworker's awareness of parent-child relationships, the personality needs of both the child and the parents, and the environmental situation, the worker can be most helpful to the director in determining whether nursery care will be a constructive experience both for child and mother and when is the best time to plan for it.

Reasons given by parents for requesting care fall into two categories: those that grow out of situations producing tensions, and those that originate in families primarily from the needs of the child.

A request for care is illustrated in the case of Mary, aged three and a half. Mary was taken to the pediatric clinic at the hospital by her grandmother, Mrs. C., because she was fretful and losing weight. The pediatrician recommended a play experience since Mary was the only child in a home of four adults. Although Mary's parents had been divorced, they were both still living with Mrs. C. She said her son, Mary's father, was considered nervous, and had always had trouble in keeping jobs. She knew he would never assume responsibility for Mary. Mrs. C. described Mary's mother as flighty, immature, and a poor housekeeper.

An excellent opportunity presents itself in the intake interview for the caseworker to help the client discuss a problem with which the family needs help. The caseworker told Mrs. C. of her connection with the Family Service and about the sort of help it gave to people.—*Journal of Social Casework, June.*

"Dear Hellard"

RACHEL HENRY

Even you who visited the Home every so often never stayed long enough to see the panorama unfold. You see, unlike mechanical apparatus, the equipment of this Home must warm up to you in order that it may operate naturally. Humors, sighs, and chuckles would have been yours a-plenty had you stayed longer.

The picture opens with the ten dependent girls sent "Down There" in November 1925. In this group and in all the groups that have followed there were those whom some of you would call delinquent; whom others would call—oh well, what does it matter? Technical name calling, "Big One" has found, does not help much with the girls of Down There, who have shown but fickle regard for any designation other than that of *Human Being.*

Whether they are called delinquent plain bad, incorrigible, or just lively youngsters in need of education she knows that for twenty-odd years she has gone to bed saying (when not too tired to talk things over with herself): "If just one night I could say they are not the children for me; they are not the children for Vi and Jerry; they are not the children of human passion begot like cats in a blind alley at night and left to it as its own bastards. They are simply dream children. They will not be here in the morning with their eyes in my eyes."

Hellard was the most trying of this first group. Fourteen, and looking eleven, she made the Big One puff a little harder; and it was she who started that hollering of "Come here, Gal!" an expression which has grown louder with the years and which has become dear to the inmates Down There. It has become a slogan for *all is well.* "But," they will tell anybody, "when the Big One puts on her dignity, gives a girl her full title, and yells, 'You Josephine Sanderson, come here!' then you'd better watch out!"

Hellard was ginger brown and very skinny, with wide, wild, red-brown eyes and a few freckles scattered over her narrow face. Hellard could do any kind of work, but generally did none.

Big One, you wore yourself out getting her started on some little task, only to find that she had stolen pants, cap, and shirt, slipped through the woods, and joined the men and boys who were collecting crates of blackberries or planting tobacco. In relief, the other girls would let you know the moment she made her return—sometimes by one of her woodland routes, often on the running board of a car or on the tail board of a truck. Of course you did not whip her when penitently handing you the stinging switches, she said, "Beat me. I deserve it." You always knew beforehand that you would not be able to strike her, and she knew it too.

Yet, when they put Hellard on "free arrangements" shortly after she was fifteen, and you had your chance to be delivered of this non-Shakespearean Puck, you forfeited. You kept your unprofitable lodger. As a free charge, Hellard wore you out more. You tried placing her on jobs in the village. She wore you out even more.

Then one day you put a white pleated skirt, a white middy blouse and a black tie on Hellard and took her in to her mother's funeral. Though you had never seen the mother, you were as shocked as was the girl when the abrupt telephone message came. At the funeral home, you found it difficult to separate the face of the dead mother from that of the girl. *Alcoholism* was written on the death certificate of this young woman, who had died suddenly. Nickels and dimes begged by the community had kept her from the potter's field.

The mother's death seemed to harden this girl whose inheritance was a family record of bloody fighters, jailbirds, and alcoholics; whose uniquely personal heritage was a whole attic full of prefabricated lies. At fourteen, Hellard had been exposed to all the known vices. When a small girl she had learned how to play a good game of craps. And even when you learned all this—and you, of course, were the last to find it out—you still clung to her. Hellard was somehow like a little sandy brown vine that twined around you as deeply as childhood vice had coiled around her.

Sent into the city to work when she was nineteen, now looking fifteen, she would enter a home to paint, stain floors, decorate, upholster furniture, and when she had finished would bow herself out. "Another job, please, and preferably in a different line." Consequently, Hellard was a transient of Down There until she was twenty-two.

The job that Hellard likes best is that of chauffeur. Still restless and wild, she stays longest with the employer who goes the greatest number of places fastest. Yet, why disturb her bliss? She earns an independent living and keeps out of trouble with the law. Still unmarried and still childless, she replies, when asked why she does not settle down and apply her abilities. "I pay my rent, mind my business, jump in a car and go when I please, and don't get thick with nobody." Every now and then she will call the Big One and invariably end each conversation with: "Don't want for nothin', Ma." Dear Hellard.

This sketch is taken from "Down There," an unpublished book-length collection of stories written by Mrs. Henry in collaboration with her daughter, Myrtle C. Henry. The stories come out of the author's twenty-odd years' experience as superintendent of the Settlement School, Croome, Maryland, an institution for delinquent Negro girls. A former teacher in the public schools of the District of Columbia and Maryland, Mrs. Henry also held the post of superintendent of the National Training School for Girls, from 1941 to 1943.

WASHINGTON BYWAYS

THERE IS MUCH THAT IS CLEAR and much that is confusing in the recent social security developments in Washington. On April 29, the Senate Advisory Council on Social Security, of which Edward R. Stettinius, Jr., is chairman and Professor Sumner H. Slichter of Harvard University, vice-chairman, released its first report. This called for broad liberalization of the existing law to provide old age and survivors insurance for almost all of the nation's citizens. Two subsequent reports on other aspects of social security are expected before long.

This first report was shortly followed by the House appropriations bill (H. R. 6355) which would seriously cripple the administration of the Social Security Commission. The principal premise of the Appropriations Committee is debatable. In providing for Federal Security Agency regional offices instead of Social Security offices, the committee states "that there is absolutely no justifiable basis for each major bureau or segment of the Federal Security Agency with field activities, maintaining separate regional offices and staffs independent of each other."

What is not debatable is the committee's action in removing many additional administrative and coordinating functions from the Office of the Social Security Commissioner and dividing these functions among four different segments of the security program. The *Washington Post* quotes from a letter which Professor Slichter is reported to have sent to Senator Millikin of the Senate Finance Committee. Commenting on this committee action, the letter states: "It will cut this country's social security program into four unrelated and competing segments . . . forcing each segment—old age insurance, the assistances, children's services, and employment security—to vie with each other for appropriations."

The net result of transferring regional offices to the FSA and administrative services to the bureaus is to reduce the Social Security Commissioner's budget from $3,131,165 to $221,000. It is the stated purpose of the committee to reduce the functions of the commissioner to "responsibility for direction, coordination, and control of social security programs."

Probably the most destructive aspects of the appropriations bill is, first, the reduction of funds available for information services from $109,997 to $30,000, of which $10,000 is transferred to the Office of the Federal Security Administrator and, second, the reduction of research and statistics from $229,830 to $100,000. Federal Security Administrator Oscar R. Ewing told the National Conference of Social Work of the thousands of aged people who did not receive their old age insurance because they did not know their rights. This is hardly a situation which calls for the practical elimination of information services. In regard to research and statistics, Elizabeth Wickenden, testifying for the American Public Welfare Association, emphasized the point which many others made that "social security is a highly technical subject. No progress can be made either in expanding the program or improving its effectiveness if the basic materials and technicians in the field are not available to furnish the information on which policy decisions can be made."

Regardless of how one may feel about the House Committee's administrative philosophy for the Federal Security Agency, it is difficult to see how anyone could disagree with the *Washington Post's* statement that this house budget action goes "beyond the matter of appropriations," or, as John J. Corson of that paper and former director of the Bureau of Employment Security, stated in a letter to Senator Nolan, the provisions of the appropriations bill constituted "unprecedented administrative reorganization steps legislated by the House under a suspension of the rules."

While the House Ways and Means Committee has reported out a bill broadening social security coverage, it is unlikely that this will pass both houses before Congress adjourns. Offsetting this is the fact that a Presidential veto is needed to avoid excluding 500,000 vendors of newspapers and so on, from such coverage. President Truman's strong message to Congress on this subject in May indicates clearly that social security is bound to be an important issue in the fall campaign.

◆ ◆ ◆

OTHER APPROPRIATIONS approved by the House for the Federal Security Agency include:

The Mental Health Program—A total of $7,878,000 for an expansion of the mental health program—an increase of $2,471,648.

A Dental Health Program—A new $1,000,000 program was approved to demonstrate the method of applying a sodium fluoride solution to decrease dental decay in children's teeth.

The U. S. Children's Bureau—Full authorization for grants to the states was approved—$22,000,000, as well as $75,000 for the White House Conference on Children and Youth. A request for funds for a clearing house on child research and increased funds for administering grant programs was denied.

Bureau of Public Assistance—The full budget request of $797,000,000 was approved for grants to the states for public assistance—an increase of $71,000,000.

◆ ◆ ◆

LEGISLATION TO PERMIT THE United States to participate in the World Health Organization finally broke through the Rules Committee barriers. A new bill was rushed through to avoid the necessity of a unanimous vote needed to revive consideration of the measure in that committee. The new bill limits the United States contribution to the international organization to $1,920,000 a year.

Possible explanation of the mystery of the snagging of the bill last month may lie in another new provision which requires the President to appoint, with Senate confirmation, a practicing physician or surgeon of at least ten years experience to represent the United States on the executive board of the agency. This would rule out the appointment of the former surgeon general of the Public Health Service, Dr. Thomas Parran. Also, in the new bill is a provision that nothing in the constitution of the world organization commits the United States to enact any "specific legislative program."

THE COMMON WELFARE

Among the States

AGAINST CRIME

In *Missouri,* measures substantially increasing appropriations and providing for a more flexible progressive program at the state's three training schools — Boonville, Chillicothe, and Tipton — were before the governor for approval at this writing.

That these measures are badly needed the Missouri Association for Social Welfare has made abundantly clear in releases urging legislative action. "For years," according to the association, "escapes and petty and major crimes occurring at the Boonville institution have been making newspaper headlines. . . . There may be valid reasons for calling in the State Patrol to take charge . . . but the taking of this drastic action emphasizes the need for fundamental change of the program."

The new appropriation will make it possible to increase the quota of house parents from twenty-four to the needed thirty-two and add two more social workers to the present two. The more than $2,500,000 earmarked under the measure for needed construction at the schools will provide for seven new cottages at Boonville, a new education building to replace a "firetrap," and a new power plant providing sufficient light for the boys to read and study by at night. A new cottage and staff residence can also be built at the state training school for girls at Chillicothe, thus making possible the transfer of girls from the Tipton Training School for Negro Girls to Chillicothe. "Highly unsanitary" plumbing facilities at both institutions will be improved.

A second measure, which embodies many of the recommendations of the State Senate Special Commission to Investigate Training Schools, provides for a more flexible use of treatment resources in helping youngsters in trouble. It establishes a minimum age of twelve for all commitments and a maximum age of seventeen for boys and twenty-one for girls; authorizes the transfer to other children's institutions of those in need of specialized treatment and for transfer of older incorrigibles to adult correctional institutions; and provides for indeterminate commitments. It also authorizes the commitment of children under the minimum age to the guardianship of the division of welfare.

Blueprint

In *Massachusetts,* the special commission set up by the 1947 legislature to study the problem of delinquency control in that state, has recommended to this year's session a drastic reorganization of the state program. Urging the abolition of state training schools as "a disgrace to the Commonwealth," the commission recommends the commitment of all child offenders to a proposed Youth Service Board which would have final control of the child from commitment to eventual replacement in the community, rather than to a particular institution.

The recommended rehabilitative program for the child would include diagnosis to segregate the physically sick, the feebleminded, and the psychotic, and to determine the child's needs; treatment and training; and reestablishment in society. The proposed board, to consist of three full time members, would also provide advice and assistance to local communities in preventing delinquency.

In the same state, a measure which would have given juries the right to recommend life imprisonment in first degree murder cases instead of the mandatory death sentence has been vetoed by the governor.

Children, Still

New legislation in *New York* provides that children under fifteen charged with capital crimes shall be considered juvenile offenders and placed under the jurisdiction of the juvenile authorities, as are children charged with lesser offenses. Fifteen-year-olds, accused of capital offenses, may be transferred by the judge of the criminal court to juvenile jurisdiction at his discretion. In approving this legislation, Governor Dewey declared: "The time is well overdue to state in the law in no uncertain terms that a child under the age of fifteen has no criminal responsibility irrespective of the act involved."

The National Probation and Parole Association which had supported this legislation with the additional recommendation that the age limit be lifted to sixteen, reported recently that progressive legislation in California, Connecticut, Indiana, Michigan, and Minnesota has placed all offenders under the age of eighteen, regardless of charge, under the jurisdiction of the juvenile courts.

Another measure designed to insure the segregation of youthful offenders specifies that the taking into custody of a youthful offender must constitute a "detention," not an "arrest."

Toward Understanding

The *New York* legislature also appropriated $35,000 to the State Department of Mental Hygiene for a study of the medical, psychiatric, and psychologic aspects of sex crime. The study which will seek effective means of treating sexual psychopaths will be carried on at Sing Sing, to which all such convicts will be transferred.

RACE RELATIONS

Affirming by resolution the equality of all people under the law, the *Missouri* House of Representatives by resolution authorized the appointment of five House members to serve on a Missouri Equal Rights Committee. This committee, which has an appropriation of $500, is to hold public and private hearings throughout the state and recommend to the General Assembly measures to implement equality in rights and opportunities in Missouri.

Open to All

In *New York,* a joint campaign by Protestant, Jewish, Catholic and educational groups has effected enact-

ment of a new law prohibiting racial or of higher education. Organizations rallying support for this measure included the American Jewish Congress, the National Association for the Advancement of Colored People, the Human Relations Commission of the Protestant Council of the City of New York, and the New York State Committee for Equality in Education.

The measure authorizes the State Commissioner of Education to investigate institutions suspected of discrimination on the basis of race, color, religion, creed or national origin and to conduct private discussions in an attempt to change this policy. If this fails, a public hearing will be held before the Board of Regents which may issue a cease and desist order enforceable in the courts.

Denominational institutions may continue to operate "exclusively for students of their own religious faith," but may not discriminate on a racial or national basis.

Such legal provision has been recommended by the President's Commission on Higher Education on the grounds that private colleges have the benefit of tax exemption and carry a public responsibility. The commission, in a recent report, attributed to discriminatory policies in colleges the tremendous shortage of Negro professional leaders, particularly in the areas of medicine and dentistry.

Housing for All

The *Massachusetts* legislature has passed a measure prohibiting racial or religious discrimination in public housing developments.

Mailbag Roundup

A valuable source for agencies concerned with planning for the chronically ill is the full report of the Illinois legislative commission on the care of chronically ill persons. [See THE SURVEY, November 1947, special section on "Chronic Illness."] The report, of some 300 pages, is now available on request to interested agencies.

It includes chapters on: the activities and recommendations of the commission; the principal chronic diseases; the extent of chronic illness in Illinois; recent developments to cope with this health problem in Illinois and other states, in the federal government and in England. The appendix contains valuable technical material, including Dr. Andrew C. Ivy's proposal for a Research Institute for the Study of Chronic Illness and Geriatrics; and a report of a special committee on minimum standards for the care of the chronically ill.

Copies may be secured by writing Sen. T. MacDowning, chairman of the commission, P. O. Box 234, Springfield, Illinois.—*From* SURVEY *correspondent Mary-Claire Johnson, Illinois Public Aid Commission.*

Growth

At the University of Kansas, the department of social work established in 1946, has been admitted into provisional membership as a two year school by the American Association of Schools of Social Work. The department, which in 1947 absorbed the staff, students, and library of the Kansas City Unit of Washington University, has a present enrollment of twenty-nine full time students.

It offers a certificate in social work for completion of thirty semester hours of classwork and eight of field work; and a degree of master of social work for fifty-two hours of class work and twelve in the field. Four certificates have been awarded thus far. — *From* SURVEY *correspondent Lois Schmidt, Kansas Department of Social Welfare.*

From Michigan

The Michigan Department of Health has developed a plan to make the skilled services of its Rapid Treatment Center at Ann Arbor available to physicians practicing in isolated areas of the state. Under the plan, rural doctors may send their patients to the center for diagnosis and recommendation for treatment.

The center, which is operated in cooperation with the U. S. Public Health Service, has treated 10,000 cases of venereal disease during the past four years.

To give the people of the state a better understanding of the problems of heart disease, the film "Be Your Age," prepared by the Metropolitan Life Insurance Company and the American Heart Association, is being shown in theaters throughout the state under the sponsorship of the department, the state medical society, the Michigan Crippled Children's Commission, and the Michigan Society for Crippled Children and Adults.

Certificates of birth registration, which do not give the names of parents thus preventing disclosure of illegitimacy, are now being furnished by the department upon request. These certificates, containing only name, place and date of birth, are satisfactory for school and work permit purposes and acceptable as proof of age.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

Clinics for the Blind

In California, Dr. William A. Pettit, state ophthalmologist, recently completely a series of diagnostic clinics held throughout the state to determine the treatment needs of people receiving blind assistance or applying for it. Each patient was examined personally by Dr. Pettit.

The high standard reached by the medical section of the blind assistance program in this state is largely due to Dr. Pettit's outstanding leadership. The program recently received the commendation of the Social Security Administration.—*From* SURVEY *correspondent Harry B. White, California Department of Social Welfare.*

More Money

In Missouri, a changed pay schedule went into effect on May 1 for over 6,000 state employes. Most of these found more money in their pay envelopes. The enabling legislation, enacted in the recent legislative session, brings the more than 1,500 employes of the division of mental diseases in the Department of Public Health and Welfare, under the merit system. The department's other two divisions—health and welfare—had previously been covered by this system.

Superintendents as well as staff members of the state's twelve health and welfare institutions are affected by the new law.—*From* SURVEY *correspondent Samuel Marsh, Missouri Department of Public Health and Welfare.*

Alcoholism

The *Virginia* legislature, after almost two years of investigation and hearings, has passed an enlightened bill for the care of problem drinkers. The measure, which carries an appropriation of $200,000 for the biennium, is based on the statement of social action principles of the Research Council on Problems of Alcohol.

It "will undoubtedly serve as a model for the rest of the country," Joseph Hirsh, acting director of the council, who helped frame the legisla-

tion, declared in a recent statement. "Virginia did the logical thing in setting up a Bureau of Alcohol Studies and Rehabilitation where it belongs, in the State Department of Health, alongside of other bureaus designed to cope with particular health problems," thus avoiding "the mistake which some other states have made of establishing expensive, independent governmental superstructures in the form of State Commissions on Alcoholism to cope with this problem."

The new measure follows the council's recommendations for utilizing existing agencies for treatment. The general hospital is substituted for the jail as a reception center for alcoholics. Initial responsibility for the study and treatment of alcoholics is placed upon the medical schools and their affiliated hospitals, "the type of institution best qualified by personnel and facilities to undertake such programs."

The first of several envisaged state research and treatment centers will be set up at the Medical College of Virginia in Richmond, where alcoholic patients will receive both hospital and clinic care.

Testimony

An impressive number of bills designed to cope with alcoholism as a public health problem have been introduced into state legislatures in session this year. The council has been requested to advise with the framing of several.

In February, Dr. Anton J. Carlson, president and scientific director of the council, and Stanley Rappeport, assistant director, testified before the Joint State Government Commission of the *Pennsylvania* legislature on the need for legislation to cope with problem drinking. Dr. Carlson pointed out that since "the key to this illness is compulsive drinking . . . establishment of treatment facilities for the rehabilitation of problem drinkers is not adequate. We must also make provision for research into the causes and prevention of this malady."

Mr. Rappeport presented an eight-point program designed to guide the framing of this type of legislation. His recommendations included: the substitution of the general hospital for the jail as the screening and referral center for *all* alcoholics; treatment of the emotionally unstable, neurotic, and normal excessive drinker at the general hospital; referral of patients, whose abnormal drinking is purely symptomatic, to existing mental hospitals; establishment of farm or industrial colonies for "Skid Row" alcoholics; utilization of existing medical schools and affiliated hospitals for research into the causes, treatment and prevention of problem drinking; establishment of a program for controlling alcoholism within the framework of the public health agency; and vesting legal authority for the control of the alcoholic in the health agency not in the police department.

In Print

"Taking the Cure," by Dr. Robert G. Lovell, is written primarily for the new tuberculosis patient entering the hospital or sanatorium. Going thoroughly into the technique of living in bed, the book includes numerous suggestions for passing the hours happily, as well as answering many vital questions which arise for the patient at such a time.

The book may be secured for $2, from the Macmillan Company, New York, N. Y.

Announcements

"Issues behind the Headlines of 1948" will be the theme of the Summer Institute for Social Progress at Wellesley College June 26 through July 9. Participants, representative of a wide variety of vocations, political parties and racial and religious backgrounds, will explore such questions as: How can we resolve our differences with Russia? How far have intergroup tensions already poisoned our atmosphere, and how can they be eased? Applications should be addressed to Harriet M. Smith, 19 West Mohawk Street, Buffalo, N. Y.

Kent State University in cooperation with the American Institute of Family Relations will conduct an institute on education for family life and marital counseling, July 5-10. Further information may be secured from the university, Kent, Ohio.

Of particular interest to the field of social hygiene, is the sixth annual course in health and human relations to be given at the Hospital of the University of Pennsylvania, June 28 to July 30. The course, which is offered through the university's School of Education and Institute for the Study of Venereal Diseases, is designed to develop an understanding of how to help young people make intelligent adjustments to sex life and behavior. Sponsors include the Public Health Service, the American Social Hygiene Association, and the Pennsylvania State Department of Health. Further information may be secured from Dr. John H. Stokes, director, Spruce and 36 Sts., Philadelphia 4

Mental Health Conference

Harvard University Summer School and Massachusetts Society for Mental Hygiene are sponsoring a conference on mental health at the university July 21-22. The conference, according to *Massachusetts Mental Health,* published by the society, has been "particularly planned for educators, scientists and laymen who are interested in the present-day application of dynamic psychology to all the social sciences as well as to the field of medicine." Dr. Karl A. Menninger of the Menninger Clinic, Topeka, Kansas, will preside.

Labor Institute

The summer session of the Hudson Shore Labor School will include, in addition to its classes for industrial workers, a general institute for members of social agencies engaged in programs for industrial workers, to be held July 17-31. Scheduled to permit participation in the workers' school, the institute will be centered around such topics as the labor movement, its philosophy and its role in the current scene; workers' education; and strengthening the forces of democracy. Further information may be secured from the school, West Park, N. Y.

Fellowships

The National Foundation for Infantile Paralysis is offering fellowships leading to a master's degree in public health. Candidates must be citizens, between the ages of twenty-two and forty, and must meet the entrance requirements of an accredited school of public health. Detailed information may be secured from the foundation, 120 Broadway, New York 5.

Fellowships in child psychiatry are offered by the American Association of Psychiatric Clinics for Children in cooperation with the Public Health Service, the Commonwealth Fund, and some local funds. These are for one and two years, and carry a stipend of $3,000 for the first year and more for the second. Further information may be obtained by writing Dr. Abraham

Z. Barhash, at the association, 1790 Broadway, New York 19.

Scholarships

The Delta Gamma Fraternity has a $1,000 annual fund, from which smaller scholarship awards are available for the training of orthoptic technicians, teachers of partially seeing children, or specialists for blind preschool children. The amount of each award is determined by the particular need of the applicant and costs involved. Applications should be submitted to Mrs. Richard P. Miller, 39 West Jefferson Road, Pittsford, N. Y.

Approved

The AASSW reports that five new schools have been approved for the psychiatric social work sequence. They are: Boston University, the University of Denver, the College of William & Mary, Fordham University, and the University of North Carolina.

For Teachers of the Blind

The Committee on Child Development of the University of Wisconsin, in cooperation with the American Foundation for the Blind, is including special courses for teachers of the blind in its summer program, June 28 to August 20. These include: special techniques and appliances used in teaching the blind; and the education of the partially seeing child. Other courses in the program helpful to special teachers deal with the nature of the exceptional and the mentally handicapped child.

A training program for teachers of the blind will also be given at the College of Education, University of Washington, Seattle, July 22 to August 20. Dr. Berthold Lowenfeld, director of educational research, American Foundation for the Blind, will be on the staff. He will teach the psychological aspects of visual defects, and methods of teaching blind children in consideration of their special needs.

Workshops

Two workshops, in general education and in counseling, will be offered at the New England Workshop on Education and Counseling at Goddard College, July 5 to August 14. The first, a general education workshop for teachers, college students, and adult leaders, will deal with human relations in schools.

And the second, for people who work professionally in the field of counseling, offers intensive study in such areas as: psychological counseling, theory and practice; evaluation of current counseling techniques; vocational counseling. Further information may be secured by writing George Beecher, director of the workshop, Goddard College, Plainfield, Vermont.

Mills College is offering two new programs, a Kindergarten Workshop and a Workshop in Counseling and Guidance, in its summer session on child development July 3 to August 14. The first will include study of the growth and development of four and five-year-olds and of the kindergarten method. The workshop offers a basic preparatory course for counseling positions in high schools, colleges, and youth serving agencies. Detailed information may be secured by writing to the Office of the Summer Session, Mills College, Oakland 13, California.

Grants

The Committee on Human Reproduction of the National Research Council, acting for the National Committee on Maternal Health, is accepting applications for research in the field of human reproduction until August 1. Emphasis during 1948-49 will be on study of the factors controlling conception, fertility and sterility. Application should be made to the committee, National Research Council, 2101 Constitution Ave., N.W., Washington 25.

In Print

"Law of Adoption Simplified," by Morton L. Leavy, is designed for people interested in adopting children. Prepared in cooperation with the U. S. Children's Bureau and various state welfare departments, it presents, in simple, nontechnical language, a digest of adoption laws and procedures in the different states. One dollar from Oceana Publications, 115 West 42 Street, New York 18.

Parents of young children might well secure a copy of the recent book "Child Care Questions and Answers," compiled by the Children's Welfare Federation of New York City. A panel of twenty-nine experts clearly and concisely provides the answers to 400 questions troublesome to parents. These range from "What are some of the first signs of illness?" to "Shall I spank my child when he has a temper tantrum?" Two dollars from Doubleday & Company, Inc., Garden City, N. Y.

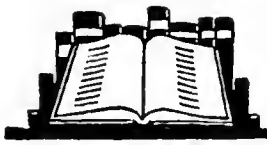
Working Parties

A major activity of the United Nations secretariat will be the promotion of "working parties" of social workers in as many member nations as possible to act as liaison in interpreting its social welfare program, Adolphe Delierneux, assistant director of the Division of Social Activities, reported to a UN International Working Party meeting at Lake Success in April, attended by delegates to the International Conference of Social Work. The secretariat has had signal success with several such groups set up on an experimental basis in the United States and some other nations.

Such a working party, coordinating and rendering articulate the best thinking of diverse social welfare groups within a country, can be of immense value in supplying detailed and technical information to the division, Sir Raphael Cilento, director of the division told the meeting. As an unofficial body it can be a means through which social workers may assist their governments in selecting UN fellows and making use of the division's other welfare services.

Several delegates had complained during the meeting that their governments do not always consult with social welfare groups in making these decisions. The working party can also bring its influence to bear on official UN delegates, who determine the division's program and budget.

Dorothy C. Kahn, executive director of the Welfare Council of New York City and chairman of the United States working party, reported that her group has been helping to provide needed data on social problems to the secretariat, as well as suggestions regarding method and content of studies, and has been responsible for the interpretation of the UN program to other groups here. The most important single contribution of the working party, however, has been in "raising the sights" of its members to the international level, she said. "It has reduced our provincial viewpoint and corrected the notion," she added, "that the way we do things, however well it seems to work for us, is necessarily the way they should be done in other places in the world."



BOOK REVIEWS

PSYCHOTHERAPY IN CHILD GUIDANCE, by Gordon Hamilton. Columbia University Press. $4.

THIS BOOK BY A PROFESSOR OF CASEwork at the New York School of Social Work is an enunciation of both the philosophy and practices of the Jewish Board of Guardians. It may well become a "must" reading for every social worker and, indeed, for psychotherapists as well, insofar as they are interested in pursuing their work beyond the four walls of office or institution.

Various types of behavior disorders in children are described, together with the diagnostic and treatment processes involved. There is consideration in successive chapters of young children, the older child, the adolescent, and the family as a whole. The chapter on the older (school age) child is perhaps of special interest because the literature and general understanding of this period have heretofore been limited. All are amply illustrated from case records and the part played by the worker in the child's rehabilitation stands out clearly.

The author and agency alike believe in the effectiveness of a continuous fusion of psychoanalytically oriented psychiatry and social casework; the book makes amply clear the reasons for this belief and indicates how such a fusion may take place and the conditions under which it may be adequately safeguarded and controlled.

Of further interest is the conviction that all social casework must be family oriented. Not the child alone, but the functioning family unit is the object of concern. We therefore find continuous emphasis on the worker's relation not only to the child, but also to the parents of the child in treatment.

"A little child cannot relate himself to the worker unless his mother can also relate herself to the treatment process. . . . Time given to the parent . . . may be well spent." And again:

"Recognition that the parent needs acceptance as a person, not merely objective advice, has affected all technique."

The concluding chapter, "Preparation for Psychotherapy in Social Work," deals with the proper qualifications and training for those who would work in this field. With the demand for psychotherapy constantly increasing, with the resources of available agencies of all types stretched to the breaking point, with long lists of clients waiting for help, this surely is a matter of the utmost concern.

ANNA W. M. WOLF

Child Study Association of America

FREUD: ON WAR, SEX AND NEUROSIS, edited by Sander Katz with preface and definitive glossary by Paul Goodman. Arts & Science Press. $3.

THIS VOLUME REPRESENTS AN ADEquate translation of seven of Freud's essays on sex; one on the resistances of the laity as well as professionals to psychoanalysis; and one on his reactions to World War I, wherein he expressed his interpretation of some unconscious as well as cultural factors underlying war mongering.

Freud's great skill and courage are attested to by the direct and unorthodox way (for his day) in which he approached subject matter that was then taboo even in medical circles. It seems almost ludicrous nowadays that a medical authority should have had to excuse himself for considering a patient's sexual adjustment.

In the case of Dora, he presents his case study method in a lucid and vivid style. His material is now so well known that such a paper can be presented for lay consumption. Whether or not one agrees with all of his interpretations and techniques, one cannot but admire the consistency of his approach, especially as it includes efforts to gain evidence directly from the patient's own associations and reactions. Here are the seeds of later developments in psychotherapy.

Freud's iconoclastic comparison between obsessive acts and religious practices have earned him much criticism because of his daring to question the psychological validity of some of the basic religious practices. Whether or not his intention is true that such practices are merely neurotic defenses against repressed drives, we must consider their value to large numbers of persons and the role they play in our culture. Whatever the restrictions are that devolve from our cultural milieu, the question remains whether all such defenses can be made unnecessary.

Freud's essay on the sexual enlightenment of children remains a beacon for all child psychologists, educators, social workers, and others engaged in extending help in the arduous and perilous task of child rearing.

His interpretation of the casual relationship between our culture and civilization and extensive sexual maladjustment and neurosis is borne out by recent studies. His surmises have led to valuable areas of research.

His definition of the personality of the man who must compete in love and lose, or of the one who must choose a degraded love object as stemming from different aspects of the unresolved Oedipal triangle are by now classics. They have been challenged on anthropological and other bases but still remain among the most dynamic explanations offered. His view of man's sacrifice of instinctual free expression for the benefits of civilization will bear still further study via comparative psychology and anthropology, using both primitive and modern social systems as the frame of reference for further study.

This is a book well worth having in one's library. It is gratifying that at least three essays are again readily available at a reasonable rate.

Editor, LEON LUCAS
Journal of Psychiatric Social Work
New York City

REHABILITATION OF THE PHYSICALLY HANDICAPPED, by Henry H. Kessler, M.D. Columbia University Press. $3.50.

THIS AUTHOR HAS ADDED ANOTHER valuable book to the literature on the rehabilitation of disabled persons. In this new work he emphasizes the problem of the disabled as one in which the productive usefulness of the individual must be the fundamental purpose of his rehabilitation.

Rehabilitation is described as an integrated program in which physical restoration, guidance and training, and placement in a job are combined in a total plan for the individual. He stresses a complete service rather than its medical phases. Recognition by a medical expert of the importance of

(Continued on page 221)

Walter Roy has been appointed director of recreation in the Chicago Park District, succeeding *V. K. Brown* who has retired.

The Illinois Department of Public Health has named *Dr. Ruth Dunham* to administer the state's mental hygiene program.

New executive secretary of the Mt. Vernon (N.Y.) Community Fund and Council is *Wallace S. Hughes,* previously executive director of the Alexandria (Va.) Chest and Council.

Kenneth R. Foresman has been named to the staff of the Minneapolis regional office of the Social Security Administration as child welfare representative. He was previously executive secretary of the Los Angeles office of the Children's Bureau.

The U. S. Public Health Service has named *Dr. Norman H. Topping* to the new position of associate director, National Institute of Health, Bethesda, Maryland.

New executive of the Sangamon Council of Social Agencies in Springfield (Ill.) is *Naomi Hiett.*

Earl G. Lippincott has taken over the agency relations job with the United Health and Welfare Fund of Michigan. His experience includes work with the social protection division, Federal Security Agency, and the Russell Sage Foundation.

The Community Chest of Philadelphia and Vicinity has appointed *Joseph D. Gibbon* as executive director. He has been serving as acting director and campaign director.

New executive secretary of the Juvenile Protective Association in Aurora (Ill.) is *Martha K. Ellis,* formerly with the Children's Aid Society of Clayton (Mo.).

Charles W. Colwell, a 1948 graduate of the School of Social Administration at Ohio State University, has been appointed executive of the Greater Greenville (S.C.) Council of Social Agencies.

Joseph W. Sanford has resigned as warden of the United States penitentiary at Atlanta to become commissioner of corrections in Michigan.

John N. Blow has been appointed executive secretary of the Community Welfare Council of Ontario, which has its headquarters at Toronto.

The Children's Home Society of California has named *Frank Lindsay Rand* as public relations director.

Henry Ford, II, has accepted the national chairmanship of the Community Chest of America, succeeding *H. J. Heinz, II,* who will continue as a vice-chairman.

The California State Department of Social Welfare has named *Louis Kuplan* as supervisor of the bureau of old age security. Mr. Kuplan served previously with the Social Security Administration.

Elizabeth Lynch has been appointed child welfare director in the Los Angeles County Bureau of Public Assistance. She served previously with the Ohio Department of Public Welfare.

The Kansas Department of Social Welfare has named *Mildred Lacey* as consultant in the division of child welfare. Miss Lacey served previously in the child welfare division Arkansas Department of Social Welfare.

Thomas W. Fetzer, former executive director of the Community Chest and Council of Social Agencies at Lorain, Ohio, has been named secretary of the Kansas City (Mo.) Council of Social Agencies.

The U. S. Public Health Service has named *Constance Long* as chief of the nursing section, hospital division, succeeding *Jessie MacFarlane* who has retired after twenty-six years service.

The Iowa Department of Social Welfare has appointed *Ross T. Wilbur* as director of the child welfare division, succeeding *Mildred Hunt* who has resigned. Mr. Wilbur has been serving as child welfare consultant for the department.

Retired

Christopher G. Ruess has retired as director of education and research in the Los Angeles county probation department at the age of seventy to enter, as he puts it, "a new chapter of my life." He is now engaged in old age counseling.

L. F. Murphy, long active in correctional work in Wisconsin, has retired as warden of the state prison at the age of seventy. The first vice-chairman of the Professional Council of the National Probation and People Association, Mr. Murphy entered the correctional field in 1925. One of his early assignments in Wisconsin was to develop a staff of probationary officers.

Dr. Justin K. Fuller, medical director, Federal Bureau of Prisons, and chief medical officer, training bureau, U. S. Maritime Commission, will retire from active duty with the Public Health Service in June. Widely known as an authority on prison medicine, Dr. Fuller is planning to accept a position as medical consultant to the California State Department of Corrections. *Dr. Stanley E. Krumbiegel* will succeed Dr. Fuller at the Bureau of Prisons and *Dr. Daniel J. Daley* at the Maritime Commission.

Honors

To *James V. Bennett,* director of the U. S. Bureau of Prisons, the Decoration for Exceptional Civilian Service, for his wartime contribution as first director of the Prison Branch, Office of Military Government, and as consultant to Under Secretary of War.

To *Dr. V. Mary Crosse* of the Birmingham, England, Public Health Department, elevation to the rank of Officer of the Order of the British Empire in recognition of her work on the care of premature babies. . . . To *Dr. Jacob S. Wolfe* of Bloomfield, New Jersey, selection as "the most outstanding family doctor in the state" by the Medical Society of New Jersey at its annual meeting.

To *Katharine F. Lenroot,* chief of the U. S. Children's Bureau, selection by the American Woman's Association as woman of the month for May in recognition of her "years of selfless and constructive public service." . . . To *Angela Cox,* executive director of the Family Service Society of Atlanta, selection as Atlanta's Woman of the Year in Social Welfare, "for her outstanding leadership in providing improved facilities for social welfare . . ."

To *Reverend Bedros Baharian* of Quincy, Massachusetts, and *Reverend Herbert King* of New York, annual Thomas Jefferson awards from Council against Intolerance in America," for

(Continued to page 224)

RATES

Classified Advertising

Display . . . . . 35c per line
Non-display . . . . . 8c per word
Minimum Charge . $1.50 per insertion
Discounts . . 10% on six insertions

CASH WITH ORDER

Survey Midmonthly
112 East 19 Street New York 3

EMPLOYMENT AGENCIES

ZALAINE HULL
PERSONNEL CONSULTANTS
(Donaldson & Hull Agency)
135 Broadway New York 6, N. Y.
Phone: BArclay 7-8125

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. PL. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

WORKERS WANTED

CASEWORKER—Professionally trained worker wanted for Jewish Agency in large eastern city. Present salary range of $2400 to $3400. Starting salary will depend upon qualifications and experience. 8770 Survey.

HIGHLY desirable community organization position working intimately with Negro people in progressive Southern city, population 100,000. Position being created to carry out constructive inter-racial program for betterment of community relations based upon study made by national organization. Excellent opportunity with substantial local support. State qualifications and salary expected. 8778 Survey.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENING FOR PROFESSIONALLY QUALIFIED SUPERVISOR IN CHILDREN'S DIVISION (SALARY $3708-$3924) AND CASE WORKERS IN FAMILY AND CHILDREN'S DIVISIONS $2700-$3924). APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIF.

CASEWORKERS for natonal agency with multiple service program for adjustment of foreign born in U. S.; M. S. degree required; salary range $2700-$3925; appointment within range, depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

STUDENT SUPERVISOR in public agency for first year case work students accredited school plus certain agency training duties, $3600. Write Dean, Kent School of Social Work, University of Louisville, Louisville 8, Kentucky.

WORKERS WANTED

CASEWORKER—Child Welfare Department of Jewish Family and Children's Agency has opening for professionally trained and experienced worker. Present salary range $2400 to $3400 depending upon experience. This is in the process of revision. Responsibilities include student supervision and special assignments. 8769 Survey.

CASE SUPERVISOR: Male or female. Minimum requirements include MSS from accredited school with previous supervisory experience in agency handling family or children's casework program. Salary up to $4,200. Challenging opportunity. Family & Children's Service, 602 South Cheyenne, Tulsa, Oklahoma.

PROTESTANT CASE WORKER, for progressive, expanding children's agency (Lutheran). Excellent supervision. Good personnel practices. Salary dependent upon training and experience. Located in Northern Ohio. 8767 Survey.

CASE WORKER—with M.S.S. or one year in graduate school plus experience. Excellent working conditions. Salary according to qualifications and experience. 8664 Survey.

CASEWORKER. Female, graduate of accredited school of social work, for family casework with Jewish agency. Good salary. Opportunity for some community organization. Write fully concerning qualifications to Jewish Welfare Service, 18 South Stockton Street, Trenton, New Jersey.

CASEWORK VACANCY in family agency with psychiatric orientation under guidance of consultant psychiatrist and analyst. Psychiatric social worker preferred. Child placing and previous family agency experience valuable. Vicinity of New York. 8771 Survey.

CASE WORKER wanted for Family Agency. One year graduate training. Beginning salary $2600 year. Write Mrs. A. Morris, Executive Secretary, 1 Fenton Place, Jamestown, New York.

GROUP WORKER, Master's Degree, as Program Director small secular Neighborhood House. Woman preferred. State Salary desired. Skyline Community Center, 743 Osage Avenue, Kansas City, Kansas.

ASSISTANT SUPERINTENDENT. With group work training and/or experience. Institution for court committed delinquent white girls, 11-18 years. Average 55 in-residence. Superintendent graduate social worker. Salary $2400 plus full maintenance. Excellent food, beautiful setting, 75 acres, 4 colonial stone buildings, 6 miles north Wilmington, Delaware. Half way between New York and Washington. Position open now. Write Woods Haven School, Claymont, Delaware.

CASEWORKER for families and children. One year or more graduate training desired. Good personnel practices. Salary dependent upon training and experience. Indiana. 8701 Survey.

CASE WORKER experienced in family and children's work, especially in the latter field, for a small multiple function Jewish agency in a middle size, midwestern community. Opportunities for student supervision, community and group work-case work activities. Salary range between $3,000 and $3,800. 8661 Survey.

WORKERS WANTED

WANTED IMMEDIATELY

Two thoroughly educated, trained and experienced Senior Case Workers, who can furnish references from reputable Child Welfare Agency. Permanent position assured right persons. Preference will be given to persons having had Southern States experience. Salary range from $3,000 to $3,600 depending on the qualifications. Write Children's Home Society of Florida, 403 Consolidated Building, Jacksonville, attention Marcus C. Fagg, State Superintendent.

NB: We are a State wide non-sectarian, private, child placing agency.

CASE WORKER, two years' graduate training in accredited school of social work, preferably with psychiatric field work experience, to carry selective caseload of varied family problems in small, newly established family agency. Some public relations. Interesting and challenging opportunity. Salary $2700. Apply Mrs. Katherine Webb, Executive-Secretary, Family Service Agency, 31 N. Sutter Street, Stockton, Calif.

CASE WORKERS—openings in children's agency operating child guidance and child placing units. Want highly qualified experienced workers. Salaries based on qualifications. Write Jacob L. Trobe, Executive Director, Jewish Child Care Association of Essex County, 31 Clinton Street, Newark 2, N. J.

CASEWORKER, by Family Service agency with high standards. Graduate from school of social work, with some courses in supervision, interested in training for supervisory position. Prefer someone who has either supervised student or beginning worker. Beautiful southern city, cosmopolitan, ideal climate, good salary, attractive working conditions. 8726 Survey.

CASE WORKER for progressive, expanding family agency. Excellent supervision. Opportunities for community work. Salary commensurate with experience. Write John W. Anderson, Executive Secretary, 411 Walnut Street, Allentown, Pa.

CASEWORKERS: Male or female for Jewish child care agency offering foster home, institutional, adoption services. Excellent supervision. Staff psychiatrist and panel of nationally known child psychiatrists. Must have completed graduate training. Salary up to $4140. Jewish Children's Bureau, 231 S. Wells Street, Chicago, Ill.

SEVERAL VACANCIES in a newly merged Jewish Family and Children's Agency for graduate caseworkers with family or child welfare background. Salary range $2,400 to $3,700, according to experience. Opportunity for supervision. Apply to Mr. Jacob Little, Executive Director, United Jewish Social Service Agency, 91 Vine Street, Hartford, Connecticut.

SOCIAL WORKERS—male. City office State Training School for Boys. Salary begins $3176 including cost of living adjustment; yearly increment $120. Case work with delinquent boys. Accredited graduate school training and case work experience with children required. Apply Case Supervisor, 205 East 42nd Street, Room 515, New York City 17.

SUPERVISORS—two openings for supervisors child guidance and child placing units. Require highly qualified experienced supervisors. Salaries based on qualifications. Write Jacob L. Trobe, Executive Director, Jewish Child Care Association of Essex County, 31 Clinton Street, Newark 2, N. J.

GROUP WORKER: Male or Female. Graduate training. Experience preferable but not essential. Work includes all areas of program, shared responsibility for supervision of volunteers and students. Write fully concerning qualifications. Hull-House, 800 South Halsted Street, Chicago, Illinois.

VOLUNTEER BUREAU DIRECTOR for new Bureau in Mid-Western City. Salary range $3000 to $3600. Welfare Council of Vanderburgh County, 206 S. E. First Street, Evansville, Indiana.

CASEWORKERS AND SUPERVISOR professionally qualified, for agency caring for children in foster homes and in cottage type institution. Workers needed for foster home and adoption work and for direct work with emotionally disturbed children in cottages under psychiatric consultation; also experienced worker to supervise part time. Write The Children's Center, 1400 Whitney Avenue, New Haven 14, Conn.

POSITIONS OPEN IN ALASKA
ALASKA DEPARTMENT OF PUBLIC WELFARE

DISTRICT WORKER

Salary Range: $285.00-$315.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.
Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in a supervisory capacity.

CHILD WELFARE WORKER

Salary Range: $270.00-$300.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.
Experience: 1 year in the past 5 years of social work in child welfare.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 Juneau, Alaska

(Continued from page 218)

guidance and training and employment in this program is reassuring evidence of our modern ideas of medical care.

Rehabilitation problems arising out of various types of disabilities and the adaptation of general techniques to individual situations are well illustrated in the discussion of the recovery problems of persons who have had tuberculosis. The application of method to individual treatment is illustrated by case material taken from the writer's experience in the civilian program in New Jersey and more recently in his rehabilitation program for military casualties in the U.S. Naval Hospital at Mare Island, California.

Among the many points stressed by Dr. Kessler are the importance of the physically handicapped as a source of manpower; the powerful factor of social prejudice; the desirability of combining public services for the child and adult handicapped; the establishment of independent state rehabilitation agencies; and the unique and radical idea of establishing a universal health record as a means of assessing manpower resources and correcting preventable defects and disabilities.

The practical approach used by Dr. Kessler makes this book a valuable guide to workers in rehabilitation agencies and a handbook of information for those concerned with related services.

TRACY COPP

Former Assistant Director
Office of Vocational Rehabilitation
Federal Security Agency

PSYCHOLOGY IN LIVING, by Wendell White, Ph.D. Macmillan. $2.95.

THIS IS A REVISED EDITION OF A BOOK by a teacher of applied psychology at the University of Minnesota. Its aim is to cover the entire use of psychology in living, in respect to both the healthy and mentally ill persons.

The first of its two parts deals with psychology in personal relationships, and the second with the use of psychology in the achievement of mental health. He attempts to show how psychology can be used to acquire a sense of personal worth, an interesting life, activity, love, physical well-being, a livelihood, and a sense of security.

The last half of the book, concerning mental hygiene, contains chapters on requirements for mental health, conflict, types of adjustment, insolence and vanity, envy and jealousy, day dreaming and other subjects. Though the book contains a wealth of useful material, the field is far too large to be covered in any one volume. Consequently there is a lack of depth and continuity. The book may be useful to persons who want to get a bird's eye view of the field, or it may serve as a useful reading outline for someone who wishes to go deeper into the subject.

A. LOUISE BRUSH, M.D.

New York City

THE CHILD AND HIS WELFARE, by Hazel Fredericksen. W. H. Freedman and Company.

THE WEALTH OF INFORMATION AND help contained in Mrs. Fredericksen's splendid book, "The Child and His Welfare," is much needed and will be gratefully welcomed by all persons interested in helping children achieve satisfying and useful lives. The author's intention, as stated in the preface, is "to give a broad view of the field of child welfare and to suggest approaches for the worker in this field." In the opinion of this reviewer, this purpose has been accomplished in a comprehensive, interesting, and useful manner. The author traces the historical development of our concern about the conditions under which children live; describes the translation of this concern into local, state, national, and international programs of child welfare; suggests further program developments.

The book is carefully divided and subdivided into short and complete chapters and sections, each one followed by a listing of supplementary readings. Careful indexing makes it possible to find information readily on any part of the material—"adoptions," "behavior difficulties," "day care services," "foster parents," to quote a few of the index listings at random. The author does not attempt to deal with each facet of child welfare exhaustively or to go deeply into treatment techniques and skills. Rather, she gives a broad, general picture, outlines basic principles, and then refers the reader to additional material on the subject. She reminds us that the principles and appoaches which she suggests are not final. "We cannot say that this is *the* way. but only that it is *a* way that we think will help children to achieve a happier life."

Students and teachers in colleges universities. and schools of social work will find "The Child and His Welfare" most useful. Employed workers

(Continued on page 223)

THE BOOKSHELF

OUT-OF-PRINT and HARD-TO-FIND books supplied; also genealogies, incomplete sets completed magazine back numbers supplied, etc. All subjects, all languages. Send us your list of book-wants—no obligation. We report quickly. Lowest prices. (We also supply all current books at publishers' prices postpaid.)

AMERICAN LIBRARY SERVICE
117 West 48th Street Dept. G, New York 19, N. Y.
P.S. We also BUY books and magazines.
Send us your list.

PAMPHLETS & PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

SITUATIONS WANTED

ADMINISTRATIVE POSITION desired by man, 42, married, M.A. in social science. Social worker 20 years; progressively case worker, parole officer, home relief administrator, research director, hospital survey and fund campaign director. 8768 Survey.

CASEWORKER-SUPERVISOR, professionally trained, varied background in business, supervisor in public agency and European Relief experience. Seeking interesting position New York City and vicinity. 8772 Survey.

CHILDREN'S HOME director or possibly boys' cottage supervisor has B.S. 8774 Survey.

EMPLOYMENT — Metropolitan New York. Young, married, female. Race relations or college teaching preferred. Has Doctorate degree. Social Science major. Experience in social work, some lecturing and writing. 8775 Survey.

HARVARD graduate (degree in Education), Jewish, 50, single, desires position as Superintendent of Home for Boys. 8777 Survey.

POSITION WANTED on administrative level of local or state family-child welfare program or community organization services. 19 years experience as case worker; executive of public assistance agency, private family agency and council of social agencies; field consultant in welfare services and intercultural relations, national agency. Limited experience in fund raising. Mature married man. Graduate work completed. 8776 Survey.

EXPERIENCED EXECUTIVE, male, age 35, desires position with Jewish or non-sectarian children's agency, institution, or welfare council. 13 years in administration, supervision, casework and group work. School of Social Work graduate. 8755 Survey.

HOMEWORK desired by young woman, two small children, typing, manuscripts, addressing, collating, complete knowledge of office routine. 8750 Survey.

GRADUATE New York School, substantial executive experience both family and children's agencies, will consider change to agency wanting progressive, up-to-date program. 8742 Survey.

MAN, fifteen years in case and group work, five years in teaching, member A.A.S.W. and A.A.G.W. M.S. in Education. Work of institutional nature preferred, other considered. Available in June. 8760 Survey.

MAN, married, age 50, excellent references, experience; psychiatric case work, children, adults; administration, community organization, industrial relations, available. 8716 Survey.

(In answering advertisements please mention SURVEY MIDMONTHLY*)*

DIRECTORY OF SOCIAL ORGANIZATIONS

American Red Cross

THE AMERICAN NATIONAL RED CROSS. Administered thrnugh national headqnarters in Washington, D. C., and five area offices in New York, N. Y., Alexandria, Va., Atlanta, Ga., St. Louis, Mo., San Francisco, Calif. There are 3,751 local chapters, organized mostly on a county hasis. Services of the Red Cross are: Services to the Armed Forces and Services to Veterans (inclnding Home Service), International Activities, Disaster Preparedness and Relief, Medical Services, the National Blood Program, Nursing Services, Nutrition Service, First Aid, Water Safety and Accident Prevention, Volunteer Services, American Junior Red Cross, and College Units.

Blind

AMERICAN FOUNDATION FOR THE BLIND, INC.—15 West 16th Street, New York. A national organization conducting research and field service. Library. Mechanical appliances fnr the blind. William Ziegler, Jr., President; Robert B. Irwin, Executive Director.

Community Chests

COMMUNITY CHESTS AND COUNCILS, INC., 155 East 44th Street, New York. Informatinn and consultation about cooperative planning and financing of social work through chests and councils oi social agencies.

Family Living

ASSOCIATION FOR FAMILY LIVING, THE. Resource in child guidance, marriage, and family relations. Speakers, counseling, library and materials in youth and parent edncation. 209 S. State St., Chicago.

THE AMERICAN INSTITUTE OF FAMILY RELATIONS (inc. 1930), directed by Paul Popenoe. Public edncation, personal service, research. Write for list of publications. 5287 Sunset Blvd., Los Angeles 27, Calif.

Foundation

RUSSELL SAGE FOUNDATION, 130 E. 22 St., New York 10. Departments: Industrial Studies, Social Work Administration, Studies in the Professions, Social Work Year Book, Library, Publications. Library hours are 9 a.m. to 9 p.m., Monday through Friday; 9 a.m. to 1 p.m., Satnrday. From June 14 to August 27, the Library will be closed on Saturday and at 6 p.m. Monday and Friday.

Industrial Democracy

LEAGUE FOR INDUSTRIAL DEMOCRACY—Promotes a better understanding of problems of democracy in industry through its pamphlets, research and lecture services and organization of college and city groups. Executive Director, Harry W. Laidler, 112 East 19th Street, New York 3, N. Y.

Racial Adjustment

NATIONAL URBAN LEAGUE with 54 hranches seeks tn improve living and working conditions among Negroes. Conducts surveys and research as hasis for its services. During war and post-war oeriod specializes in securing full nse of Negro manpower in production and reconversion. Pnblishes "Opportunity," Jonrnal of Negro Life, and nther special bulletins nn interracial and community problems. Provides fellowships in Social Work and Labor Relations. Gifts solicited. 1133 Broadway, New York 10.

TUSKEGEE INSTITUTE, since 1881, has followed a program of service in offering practical training for Negro youth and in promotion of interracial good will. Maintains Department of Records and Research for compiling and releasing pertinent information on race relations and Negro progress. Published material available. F. D. Patterson, President, Tuskegee Institute, Alabama.

Child Welfare

BOYS' ATHLETIC LEAGUE, INC., 112 East 19th Street, New York 3. Algonquin 4-1753. Arranges invitation tournaments in indoor and ontdoor sports for Boys' Clubs, Social Settlements, Community Centers, Church Houses, Y. M. C. A.'s, Y. M. H. A.'s, etc., throughout Greater New York. Gustavus T. Kirby, Honorary President; Malcolm Van Zandt, President; Stanley deJ. Osborne, Treasurer; Willard L. Kanth, Director. Sponsors: The Benjamin Harrison Recreation Center, 657 Tenth Avenue; The Lincoln Recreation Center, 235 West 113 Street; Tnt-Lot Playground, 422 West 49th Street; Camp Schago, Camp Wakonda and Camp Orenda in the Palisade-Interstate Park; Co-Sponsor School Settlement, 120 Jackson Street, Brooklyn; Lafayette Community Center, Sumner and Lafayette Streets, Brooklyn.

BOY SCOUTS OF AMERICA, 2 Park Ave., N.Y.C. Inc. in 1910 & chartered by Congress in 1916 to develop character in boys & train them in citizenship. Programs: Cubbing, boys 9-11; Scouting, 12 and older; Senior Scouting, 15 years and older, available locally thrnugh sponsorship hy schnols, churches, fraternal orders, civic groups, etc. Amory Hnughton, Pres., Dr. Elbert K. Fretwell, Chief Scout Executive.

CAMP FIRE GIRLS, INC., 16 East 48 Street, New York City 17. Dr. Bernice Baxter, President; Miss Martha F. Allen, National Executive. Founded by a group of educators; incorporated 1912. Oldest national organization in America serving girls, provides health and character building program, with emphasis on home skills. Age groups served are Blue Birds (7-9 years), Camp Fire Girls (10 through jnnior high schnol age), and Hnrizon Clubhers (senior high through junior college).

CHILD WELFARE LEAGUE OF AMERICA—130 E. 22nd Street, New York City. A league of children's agencies and institutions to secure improved standards and methods in their varions fields of wnrk. It also cooperates with other children's agencies, cities, states, churches, fraternal orders and other civic gronps to work out worthwhile results in phase nf child welfare in which they are interested.

THE NATIONAL SOCIETY FOR CRIPPLED CHILDREN AND ADULTS, INC., 11 South LaSalle Street, Chicago 3, Illinois. E. W. Palmer, President; Lawrence J. Linck, Executive Director. The Society through its 2000 state and local member nnits seeks tn provide health, welfare, educatinnal, recreational, vocational and employment services to all types of handicapped persons, adjusting its services to each community and the programs nf other agencies. Maintains special cerebral palsy services; consultation hy professional staff; loan library. Financed by annual sale nf Easter Seals. Publishes "The Crippled Child," a magazine for parents of handicapped children, bimonthly, $1.00 a year.

National Conference

NATIONAL CONFERENCE OF SOCIAL WORK, 82 N. High St., Columbus, Ohio; Ralph H. Blanchard, President, New York, N. Y. The Conference is an organization to discuss the principles of humanitarian effort and to increase the efficiency of social service agencies. Each year it holds an annual meeting, publishes in permanent form the Proceedings of the meeting and issues a quarterly Bulletin. Proceedings are sent free of charge to all members upon payment of a membership fee of $7.50. 76th Annual Meeting, Jnne 12-18, 1949, Cleveland, Ohio.

This DIRECTORY appears in Survey Midmonthly twelve times a yeer. Rates are 30 cents a line (actual) per insertion. For information contact the Advertising Department.

Health

AMERICAN HEARING SOCIETY—817-14 St., N.W., Fifth Floor, Washington 5, D.C. A national organization devoted to prevention of deafness, conservation of hearing and rehabilitation of the hard of hearing. Monthly publication, HEARING NEWS, $3.00 a year. Literature for sale. Information given concerning problems of the hard of hearing. Field Service. C. Stewart Nash, M.D., president; Harry P. Wareham, Executive Vcie President.

NATIONAL JEWISH HOSPITAL AT DENVER, 3800 East Colfax Ave., Denver, Colorado. Samuel Schaefer, Executive Director, Allan Hurst, M.D., Medical Director. Free, non-sectarian for needy tuberculous adnlts and children. (Kosher dietary.) Maintains children's service. Medical, educational, vocational, occupational, psychological, psychiatric and social services. H. J. Corper, M.D., Research Director; Mrs. Ruth Hornbein, Director of Social Service and Vocational Therapy. New York area: 19 West 44th Street, Philip Hontz, director; applications to Mrs. Erna L. Lindehaum, director of Social Service. Philadelphia area: 1831 Chestnut St., David Mahler, director. Chicago area: 58 E. Washington, Gene Pollick, director. Los Angeles area: 747 So. Hill St., Albert J. Silverman, director. Other applications through local Jewish Federation and Welfare Funds or direct to Hospital.

NATIONAL TUBERCULOSIS ASSOCIATION—1790 Broadway at 58th St., New York. Dr. Kendall Emerson, managing director. Pamphlets of methods and programs for the prevention of tuberculosis. Publications sold and distribnted through state associations in every state. American Review of Tnberculnsis, medical journal, $8.00 a year; and Monthly Bulletin, house organ, free.

PLANNED PARENTHOOD FEDERATION OF AMERICA, INC. (formerly Birth Control Federation of America)—A clearing honse cooperating with snecial workers in referring mothers to medically directed birth control clinics in 39 states, including 20 centers in Greater New York. In areas lacking centers, qualified physicians are available. Phone or write: 501 Madison Avenue, New York City; PLaza 5-8600. Honnrary Chairman, Margaret Sanger. Chairman, The Rev. Cornelius P. Trowbridge; Acting Medical Director, L. E. King, M.D.

MARGARET SANGER RESEARCH BUREAU
17 W. 16th St., N. Y. City. WA 9-6200.
MARGARET SANGER, Director.
Every day 9 A.M. to 4 P.M.
Saturday 9 A.M. to 1 P.M.
Wednesday & Thursday evenings 5:30 to 8 P.M.

Recreation

NATIONAL RECREATION ASSOCIATION—325 Fourth Ave., New York City. To bring to everybody in America, young or nld, an opportunity to find the hest and most satisfying recreational nse of leisure time through participation in mnsic, drama, sports and games, arts and crafts, natnre activities; and to help secure adequate playground, recreation centers, swimming pools, beaches, athletic field and other recreational facilities.

Penology

THE OSBORNE ASSOCIATION, INC., 114 East 30th Street, New York, N. Y. Telephone CAledonia 5-9720-9721. Activities: —Collects information about correctional institutions and works to improve correctional methods and standards. Aids released prisoners in their problems of readjustment hy securing employment and giving such other assistance as they may reqnire. Austin H. MacCormick, Exec. Dir. Rnht. R. Hannum, Dir. of Vocational Placement.

Social Work Personnel

SOCIAL WORK VOCATIONAL BUREAU, 122 East 22nd Street, New York 10. National membership personnel record service. Professional histories available to prospective employers upon request. Counseling and Placement Service discontinued February 1, 1948. Joe R. Hoffer, Executive Director.

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32nd Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; S. D. Gershovitz, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHA'S, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

PUBLICATIONS
of the
AMERICAN ASSOCIATION OF PSYCHIATRIC SOCIAL WORKERS

JOURNAL OF PSYCHIATRIC SOCIAL WORK

the only periodical in this country devoted exclusively to Psychiatric Social Work. Subscription rates: $3. per year. Special two-year rate $5.

JOB INFORMATION SERVICE

a bulletin listing nationally available Psychiatric Social Work jobs—distributed to Association members. 25c an issue to others.

SELECTED BIBLIOGRAPHY OF PSYCHIATRIC SOCIAL WORK

50c a copy

For further information write to AAPSW, 1790 Broadway, N. Y. 10, N. Y.

(Continued from page 221)

in any of the many programs concerned with the health, education, and social welfare of children will be grateful for so much information and real help in one volume and so will the general reader who cares about the well-being of the one third of our population who are children.

Moss Tyler
School of Social Welfare
Louisiana State University

HOW TO INTERPRET SOCIAL WELFARE, by Helen Cody Baker and Mary Swain Routzahn. Russell Sage Foundation. $2.50.

The authors of this short volume have called their work a "basic study course" in public relations. Let no one draw the conclusion, however, that this is merely another one of those traditionally vague abstracts on the philosophy of interpretation. Rather, it is a book about practical problems that confront the social agency, large or small, which is trying to make itself heard and understood by a variety of audiences. Two distinguished authorities have here combined to chart the most informative, useful, and readable guide yet to appear on the subject.

While this is a book about practical problems, it is even more a down-to-earth course in the use of modern public relations tools in the health and welfare services. Written for professional workers, administrators, and volunteers "who, day by day, must answer questions, speak to audiences, or write letters or bulletins," the book should also serve students as an illuminating introduction to the field of public relations.

The social worker who is called on to give an occasional radio talk, the lay chairman of a publicity committee who releases material to the newspapers, and the busy executive who writes the annual report, will find in these pages practical suggestions to make their tasks lighter. For the authors have not only contributed richly from their own experience, but have documented their chapters with living examples of modern practices and techniques that have proved successful in the field.

The reader can profit from a variety of selected illustrations that demonstrate, among other methods, the effective construction of a thank-you letter, eye-catching design of a report cover, use of comic strips as features of agency bulletins or the place of pictographs in humanizing statistics.

Although the book presents its material in much the same framework as its 1937 predecessor "How to Interpret Social Work," almost all of its content is new. The present volume has an added chapter on the social agency and its publics—a chapter that will give many agency interpreters a clearer pitcure of the publics from which, at one time or another, they seek understanding, goodwill, financial assistance, or participation in their programs.

Anyone concerned with agency interpretation—and who in the field of health and social welfare is not?—or those who simply want to know something about public relations, will prize this brief but comprehensive text.

William A. Platt
Community Service Society
New York City

A HANDBOOK FOR SOCIAL AGENCY ADMINISTRATION, by Elwood Street, Harper. $3.

This book was published in a smaller edition in 1931 under the title "Social Work Administration." In the preface the author, though taking full responsibility for the book, explains that to an unusual extent it is the result of group thinking, including appraisal by social work administrators and intensive discussion by a group of agency executives and sub-executives, under Mr. Street's leadership.

The author's philosophy of "participation in social management," appears in chapter two, headed "Shared Administration." It will not appeal to an autocratic executive. Democratic in nature, it places stress on the importance of participation in administration by both staff and committees of social agencies. The theme is referred to frequently in succeeding chapters, though the author might well have developed it even more fully.

The material throughout the book is detailed and specific. The experienced executive will skim some of it rapidly, but will frequently find himself slowed down by some thought-provoking idea or viewpoint. He will also use it as a handbook for reference, as its title indicates.

The book should be read carefully by students and persons newly occupying administrative positions in social agencies. The literature for teaching in this field is very limited and many agencies give little opportunity to staff members, other than the executive, to gain experience in administration. Social work has been short of trained and

Social Therapy and Psychotherapy—Discussions of Current Practice

JUNE, 1948

JOURNAL OF SOCIAL CASEWORK

Two papers originally presented at the April meeting of the National Conference of Social Work:

Trends in Differential Treatment in Social Casework, by Lucille N. Austin

Developments in Differential Treatment in Psychiatry, by Dr. Peter B. Neubauer

Other articles in the June issue deal with group therapy in sibling rivalry, homemakers in a family agency, intake in a day nursery, social casework in Prague.

Why not start your subscription with the June issue?

One year—$3.50
Two years—$6.50

122 East 22 Street
New York 10

"The Only Thing Constant is Change"

Our public welfare program is continually changing. The final pattern has not yet been set. Membership in APWA provides individuals and agencies an opportunity to participate in the planning and development of a national welfare program. Regional and national meetings provide a setting for a frank discussion of current welfare problems.

Our monthly journal, PUBLIC WELFARE, carries practical articles and timely news on local and national developments. The News Letter to Members reports on current activities of special significance, particularly in legislation.

JOIN APWA. Individuals and agencies interested in or working for public welfare are invited to participate in and support the work of the Association. Individual membership is $5.00. (Agency fees sent on request.) Make out your check and mail it to

AMERICAN PUBLIC WELFARE ASSOCIATION
1313 E. 60th Street
Chicago 37, Illinois

experienced executives and has too often looked to persons whose competence and experience as administrators has been gained in other fields. Elwood Street's book is an important contribution to efficient administration in the social work field.

ELLERY F. REED
Director of Research, Community Chest, Cincinnati, Ohio

ADMINISTRATION OF THE MODERN CAMP. Edited by Hedley S. Dimock. Association Press. 4.

THE CAMP EXECUTIVE WILL FIND IN this book a welcome synthesis of the best modern thinking about what a camp can do to develop and socialize the camper, and how to do it.

Addressed primarily to the camp administrator, whose job "is inseparably woven into the very fabric of camp life," the book, which is organized in chapters by authorities on various aspects of camp organization, offers a blueprint for optimum organization of the camp community to such ends as development of a sense of at-homeness in the natural world; education for safe and healthful living; for constructive use of leisure; democratic and community living; personality development; and development of spiritual meanings and values.

The organized camp, which has evolved within the century from earlier emphasis on recreation and education, to a stress on socialization and democratic living, offers tremendous possibilities for growth to the camper, writes Mr. Dimock. In such a program, it is not enough for the camp administrator to "get things done," Louis H. Blumenthal declares. His central task concerns the development of "harmonious and effective community life in which the individual becomes a better person because of the group experience."

When it comes to other camp personnel, according to E. De Alton Partridge, "general personality factors that go to make up a rounded, intelligent, and cooperative person seem to outweigh the specific skills."

BARBARA BENT BATES

(Continued from page 219)

bringing Negro and white children of their congregations into one another's homes."

Died

Monsignor Edward J. Flanagan, famed founder of Boys Town Home at Boys Town, Nebraska, died in Berlin in May at the age of sixty-one, during an inspection trip of German youth facilities for the U. S. Army.

Monsignor Flanagan, who won international recognition of his credo, "There is no such thing as a bad boy," started his famous home in 1917 with two newsboys and three lads charged with juvenile delinquency. The institution has now grown into an incorporated village of 160 acres, housing 500 boys of all races and religions.

Many honors have come to Monsignor Flanagan and Boys Town. He served for ten years as president of the Omaha Welfare Board, and was elected Omaha's "First Citizen" by Post No. 1, American Legion, Omaha, in 1930 Spencer Tracy presented to Monsignor Flanagan his award from the Academy of Motion Pitcure Arts and Sciences for his performance in the movie "Boys Town," based on the story of this institution.

James E. West, beloved chief executive of the Boy Scouts of America for thirty-two years and chief scout of the organization since his retirement in 1943, died in May in New Rochelle (N.Y.) on the eve of his seventy-second birthday.

In 1911, Mr. West left a promising law practice to head the young scout organization then numbering 61,495 boys and leaders. When he retired in 1943, there were 1,553,080 active Scouts and leaders.

Mr. West's interest in youth was wide. It was his foresight which led President Theodore Roosevelt to call the first White House Youth Conference in 1909, and he was active in every subsequent White House conference. He organized the National Child Rescue League and served as its secretary.

He received awards from several foreign Scout organizations as well as the 1940 gold medal of the National Institute of Social Sciences.

Fred M. Butzel, attorney and welfare leader, died in May in Detroit at the age of seventy. Long active in social welfare, Mr. Butzel served as chairman of the executive committee of the Jewish Welfare Federation and gave extensive assistance to the Red Cross program. He was a vice-president of the Detroit Community Fund and president of the Ford Republic School for Boys.

SO THEY SAY

IF I WERE GOD . . . OR PRESIDENT

To THE EDITOR: If I were God or President, I would try some experiments to solve some of the problems of this country . . . for instance, two which puzzle social workers greatly—juvenile delinquency and "what shall we do about the increasing number of old people."

Reform schools and homes for the aged would be built near each other. Orphans' homes would be near at hand, too. . . . I'd have the delinquents do things toward taking care of the old folks. The more trustworthy would in time be permitted to do things at the orphans' homes, [because] responsibility for the welfare of someone else gives a reason for being.

The old folks could do much for the delinquents, too. Instead of lonely old men and women sitting in homes for the aged with no purpose except waiting for the "cat to die," there'd be socks to be darned and trades to be taught. The oldsters might also pass on a lot of love to the youngsters at the orphans' homes. I don't believe there was so much juvenile delinquency when we had more grandmothers and grandfathers to love the children and spoil them in the right way.

I know there are lots of crochety old folks who wouldn't fit into this scheme, just as there are delinquents who can't be helped. . . .

But, I'm just an unknown middle-aged woman, so all I can do is dream and speculate. RUTH E. RILEY

Church Editor, THE KANSAN
Kansas City, Kansas

COMMENTS ON DATING

To THE EDITOR: The article "In the Classroom," by Dr. Samuel H. Lowrie in the January SURVEY, poses a challenge to everyone concerned with the high divorce rate, extent of marital discord, large amount of extramarital sex relations and sexual maladjustments in the United States.

The popularity of dating courses is demonstrated by the enthusiasm with which Dr. Lowrie's article was received by a group of students at Ohio State University. Asked to give their unbiased criticism of the article. . . . nine-tenths stated that there was need for instruction pertaining to dating, courtship, and marriage. The rest proved sympathetic to the idea. Twenty-five percent stated that dating courses should be offered in high school. A still larger percent wanted them in college, but were reluctant to limit them to freshmen as was suggested in the Lowrie article. . . . Some stated that dating and marriage courses should be required of all students.

One felt that the public would demand such courses as they became more familiar with their value; another lamented the fact that this article did not appear in a magazine more widely read by the general public. About one fifth applauded dating courses but felt that Dr. Lowrie should have used even stronger language to state his point. The students also felt that courses of this nature . . . would facilitate the development of social standards.

Being a teacher in the field of the family, I feel that instruction in dating, courtship and marriage is a valuable preventive medicine.

DONALD S. LONGWORTH
Columbus, Ohio

CONSTRUCTIVE RESEARCH

James P. Reynolds, chairman, Newton (Mass.) Community Council, has just forwarded a check for a sustaining membership, together with this report from the Research Committee, to the Governing Board:

Since THE SURVEY *midmonthly* can serve as an important source of social information for many organizations and civic minded individuals in our community, we submit the following recommendations:

1. That the Council support THE SURVEY by becoming a sustaining member of Survey Midmonthly Fund.

2. That the Council attempt to secure subscriptions to the magazine from its own board members and member organizations.

3. That the chairman of the Council appoint a small committee to canvass such member organizations of the Community Council which might be interested in obtaining subscriptions.

4. That the said committee also canvass interested lay members of the community for subscriptions.

MRS. ARNOLD BARKER
Vice-Chairman, N.C.C.
C. O. RICHTER
Chairman, Research Committee

CONTENTS

From a European Colleague 225

Family Drama—*a poem* 226
AGNES C. MCGREGOR

Magic Works Department 227
C. A. ALEXANDER

Books and Our Children 229
MILDRED L. METHVEN

Reception Room—*a poem* 231
RUTH GILBERT

Confessions of a Groupwork Statistic ....LUDWIG A. GRANER 232

Epitomes 233

The Common Welfare 234

Book Reviews 237

About People 238

Copyright, 1948, Survey Associates, Inc.
All rights reserved.

THE SURVEY
Midmonthly

Paul Kellogg, *Editor.*
Thomas Devine, *Executive Editor.*
Marion Robinson, *Associate.*

Associate editors: Beulah Amidon, Ann Reed Brenner, Kathryn Close, Cora Emme, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent Bates; *Washington correspondent,* Nora Piore.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Business manager, Walter F. Grueninger; *Circulation manager,* Rosamond Lee; *Advertising manager,* Edwin F. O'Halloran; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.

A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors

Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretary,* Ann Reed Brenner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B. Scandrett, Jr., Lowell Shumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus, Biography Index.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Joint subscription, both magazines—Year $6; Canadian and foreign, $7.

From a European Colleague

Miss Hertha Kraus, associate professor of social economy, Bryn Mawr College, has given us permission to print the following letter from the executive secretary of a large German social work association. The writer "has been identified with social work all of her life."

It is always interesting to see American publications, but we cannot help feeling that our problems and sorrows in social work have taken such a completely different direction that we cannot apply anything of your methods, and hardly anything of your thoughts. . . . Our services must take an entirely different form. . . . Let me list a few of our imminent problems.

There are masses of expellees, more than 10,000,000, for whom we have to find not only housing and daily supplies, but whom we need to integrate socially, culturally, and economically into our society.

At the moment, this problem, already overwhelming, is becoming even more acute because we are receiving daily political exiles leaving Czechoslovakia and many of the Balkan countries. We have no space for them, no food, no clothing—and yet we must offer them asylum.

Here is another problem—currency stabilization. No one knows what it may mean, but one thing is certain, that many people who are still living on the money saved during the period of the war, from substantial earnings when very little could be bought, will suddenly become destitute. All our money will be devalued when it becomes stabilized, and we expect large numbers of people then to become dependent on public welfare in some form. . . . Naturally, we hope that a reviving economy will eventually offer them employment, but in the beginning this economy will undoubtedly reject everyone who is not fully capable of real work and will leave the aged, the handicapped, the unskilled, and thousands no longer used to regular work in a large pool of unemployed and unemployables. . . .

There is the condition of young people who simply cannot find their way through this chaos, and are in the midst of moral and economic confusion. We have never had any experience like this before. I wonder whether anyone outside this country can quite understand what it means, in terms of new efforts, a new approach, a new way.

You know, of course, that as agencies we have very little money and less supplies, that we are short of capable workers, and that many of those who have been employed during the war and who are still with us need even basic training. But more serious than these, we see the German family breaking down completely. The employable members must often accept work out of town; there is no chance that they can bring the family along because there is absolutely no housing. Even where they are not forced to move, they are camping under the most tragic conditions and in the midst of ruins which we cannot rebuild for a generation or two.

Our young people have become extremely skeptical of the values of family life, when their concept of home and family is conditioned by the only experience they know; five to six people camping in one room—hungry, ill, miserable. Who can blame them for leaving, for becoming vagrants and migrants—seeking their own adventures? How can we recreate home and family life?

Do you know what I mean? Our needs are so desperate and extreme, our means of service so limited, that we simply must find an entirely new approach. We must review all our social work practice and we must, and will, find our own way.

All our friends abroad, including our professional colleagues, will help us best if they strengthen our courage and our faith; if they help us occasionally with a little food, so that we can keep alive and continue our hard work; if they offer us their understanding and the great comfort of sympathy and friendship. What we need most is encouragement, for we find ourselves wondering whether it is still meaningful to invest our last power in social service. May we continue to have faith that there will be a new beginning, also for Germany? Can you help us to believe in a chance for rehabilitation, for reconstruction?

Family Drama

AGNES C. McGREGOR

Spring has a complex of many moods
Introvert, extravert, not quite psychopathic but suggestive of
Some maladjustment.
Sometimes she weeps floods of tears,
Then becomes boisterous, tosses things about, no doubt resenting
The grim fact that her parents, Autumn and Winter
Are cold, rigid and over-possessive, while her sister
Summer, threatens her security. A warm brunette—her father's pet—
Summer has friends and dates galore, in fact
Has just announced her engagement to that gay old boy, the Sun.
Quite a traumatic experience for Spring:
After all she met Sol first! Though she feels hostile
Toward Summer, Spring defends her sibling warmly from idle gossip.
Summer wears play-suits, sun-suits, or nothing much of anything
While Spring in slacks and rubbers, sublimates
Her frustrations by gardening in the rain
Till joined by that pale wench, the Moon. Then the girls hear
Two breezy, unstable lads, the South and West winds, whistle softly!
Spring's depression lifts, and finding integrating interests
The four friends leave Summer to her affair with old Sol
While they form a new constellation. . . . And now for further data
Consult
The Weather Bureau, expert analysts of family drama.

VOL. LXXXIV NO. 7

THE SURVEY
MIDMONTHLY

JULY 1948

Magic Works Department

C. A. ALEXANDER

Public Relations Director, Los Angeles Veterans Service Center

The picture that the words "public relations" brings to the American mind seems to be compounded of one part thickly carpeted offices in steel and glass skyscrapers, one part singing commercial, and one part stunt on Main Street at high noon. It is no doubt this plush heritage, arising from the slick publicity job now dominating modern business practices, that is responsible for the social agency's regarding its newly espoused public information program as a kind of magic works department.

Into the office of the willing but bewildered publicity staff pour problems of community organization, office management, research. "Let public relations do it" often becomes the way out of troublesome problems of many different varieties.

Along with this confusion about the function of the public information program in a social agency, there are signs that the borrowing of successful techniques from commercial publicity for the purpose of telling the social work story is being accompanied by a too easy and artificial transfer of principles.

This is not to say that the public relations emphasis in social work is undesirable—far from it. The awakening to the need for it was long due. Social agencies have the responsibility for acquainting the public with the extensive and complicated welfare programs of our modern society which have long ago become a big business.

The function of public information in accomplishing this job begins with the proper orientation to the agency's function, its "reason for being" in the community. Welfare agencies are established to meet particular needs; they arise out of community sentiment or pressure to meet human problems created by some sort of social breakdown. Today, social agencies see also as part of their job a responsibility for social planning to meet human needs and to prevent social breakdown. Since the agencies spring from the needs of the community, the story they have to tell — their publicity — becomes grounded in the very roots and interests of the community.

The function of public relations and public information, no less than the function of the agency itself, must be based on the principle of public responsibility. The program must begin with the board of directors, or the commission, whatever group is charged by the community with responsibility for agency policy and direction, for this is the fountainhead of the agency's way of assisting people to meet certain social problems.

In carrying out this principle of public responsibility, the public relations program—again, no less than the agency service program—must be based on the assumption that every citizen has the right to service, the right to expect his community to have resources which will help him meet his problem, whether it be medical, economic, or other. On this concept depends the degree to which the community interest will be served by the agency, and the degree to which a public relations program will be valid. If a weary receptionist gives the impression that he is doing the client a favor, he is placing a barrier in the way of the client's best use of agency resources. In so doing, he is weakening the props of a genuine approach by the agency in its relations to the public.

In telling the social work story, it is necessary to use a mass production plan in order to match the growth and responsibility for social work itself. But it is also necessary to be critical of the way the job is done. The program's principles and purpose cannot be those of commercial salesmanship. It must avoid the features of product selling which seize upon an "angle" or a "hook" and then play it for all it is worth at the cash register. Borrowing *technique* is one thing; borrowing *principle* or *purpose* is quite another.

Further, such borrowing is unnecessary, in view of the natural assets in the situation. A public information program in social welfare has a gigantic

advantage over the general field of huckstering because it is dealing with the most fundamental fact of human existence—human relationships. The mere fact of living gives John and Jane Doe an investment in the problems and actions of other human beings. The human drama, with its workshop in the social agency, if once captured, becomes a natural and powerful instrument of appeal, requiring neither "doctoring" nor magic works.

Another advantage is that most agencies need have no fear that they are attempting to sell a product for which there is no market. On the contrary, it is no secret that the combined efforts of the entire social work structure are still not sufficient to do justice to the many social problems which are part of modern living. In most instances social agencies need be neither fearful nor bashful—just informative.

Part of the Process

It is the writer's feeling that public information programs best serve the social agency by reflecting the best concepts of social work practice and thinking which the agency is able to produce. Such a program should not only tell what social work knows about human relationships but, in itself, should demonstrate what it knows, become a part of the helping process. We are all familiar with the reams of publicity material, much of it technically well presented, which is designed to acquaint citizens with resources for assistance with family problems. It is the responsibility of the agency to acquaint citizens with these resources and the right of the citizen to use them. But, however cleverly offered, much of it is saying to the potential client, "Have you failed at this or that aspect of your family or personal life?"

The communication of this idea, no matter how subtle, is psychologically threatening. It implies that the individual must have failed in order to get service. It does not sufficiently recognize that the individual is struggling with a social problem and that the agency offers its services for him to use as a means of getting at his problem.

Then there is the too-typical appeal for funds which reflects the sob-sister approach—that reaches back into the most elemental and primitive concepts of charity. The "helping-the-poor-unfortunate" approach is generally defended because "you have to appeal to the emotions." The emotional appeal is a perfectly good publicity technique. But techniques are methods of projecting concepts or principles, and the principle implied in this out-dated approach no longer has a place in good social work practice. The human drama, which is our daily business, is naturally endowed with all the genuine emotions to which the human race is subject. Handled with dignity and simplicity, genuine feeling can emerge and will always find response.

Reason for Being

In hammering out an area of activity for itself, the public information program must constantly measure its efforts against the agency's reason for being. Its channel of information must lead straight into the problem area in which the agency was set up to give assistance. What are the problems? What relationship do they bear to other agencies and problems? How do people, through the agency's services, come to grips with the problems? How do they solve them? What does this mean to the people and to the community? What is the agency attempting in the way of new techniques, new services, new programs?

And in connection with the second part of the agency's responsibility—that of participation and leadership in social planning and social action—the public information program finds another wide area of activity. Here are some of the facts about the problem. Here is how we approached it. Here is what we found out. Here are some of the possibilities for future action.

Through such a program the agency becomes associated in the community mind with its attempts to deal honestly with the problems for which it was given responsibility. And the agency assumes its place as part of the whole—as part of the dynamics of a community in action.

In this day and age, a discussion of public information in social work is incomplete without some consideration of the social worker's own role, particularly in the relations between the profession and the public. Implicit in the discussion thus far has been the assumption that the adequacy with which the agency's function is carried out, principally by its practitioners, determines what and how much the public information program will be able to inform the public about. But the public also needs to know something of the purpose and principles evolved by the profession.

Social workers believe that every citizen has the right to those services and resources which will offer the greatest fulfillment of his potentialities. To that end they accept professional responsibility for contributing to the body of knowledge on which social work practice is based. To that end also, they must take some responsibility for keeping the public informed about new knowledge of human behavior and social problems.

For a Hooper Rating

It is to the same end, I believe, that social workers have responsibility to take positions on matters of social import. Social workers will take on a Hooper rating with the public only when they make known their positions on matters which come within their professional competence—matters such as social security needs, medical care, public assistance, welfare legislation.

Today social workers are having direct experience with the effects of inflation on large groups of our citizens. What they learned yesterday from their experience in depression and war also must gain wider understanding. Informing the public at this point is only partly the job; for the convictions gained through those experiences will be much more valid to the public if they are expressed in action.

Finally, social workers have a public information job to do in testifying publicly as to the value of meeting problems through democratic methods. They constitute a substantial group among those who are primarily concerned with the growth and fulfillment of individual persons. And as they well know, opportunity for democratic expression and functioning is vital to growth and fulfillment. It is this knowledge, born of experience, that places upon them a peculiar responsibility to stand firm for the strengthening and extension of a genuinely democratic way of life.

Social Work Poets

Ruth Gilbert (see "Reception Room," page 231), a public health nurse and psychiatric social worker, is assistant professor of nursing education, Columbia University. Agnes McGregor, (see "Family Drama," page 226, retired this year from the assistant directorship of the Toronto School of Social Work, after thirty years in the social work field.

Books and Our Children

A Librarian

looks at an important need

of

The Children

in our institutions

MILDRED L. METHVEN

Supervisor of Institution Libraries St. Paul, Minnesota

Farrell Grehan

Most of us are not really able to imagine what it is like to be an unwanted child, who does not know who or where his parents are; to be one who has never heard the sounds of the world—voices of family and friends, footsteps in the corridor, the cheerful squeak of a windshield wiper; to be a person whose eyes are blinded to color, to the sign that tells where the "nearest exit" is, unable to recognize friends, or to read a book. Most of us cannot comprehend what it would be like not to understand the meaning of the spoken word, not to be stimulated to create our own mind pictures, supporting ideas and contrary opinions, in response to the ideas expressed by others.

Almost none of us knows what it means to suffer inconvenience, pain, embarrassment, awkwardness, restricted play, limited sports, circumscribed recreation, because the process of birth itself, or a crippling germ, or an unforeseen accident has disarranged our nervous system, twisted our muscles, misshapen our bones.

The boys and girls, men and women, whom these phrases call to mind were, many of them, once known to those of us who are teachers and librarians. Coming into our school rooms and libraries, some of them were appealing and attractive, with well-defined skills and talents, decent impulses and admirable ambitions; others were not so attractive, were undeniably deficient in any perceptible skill or talent, with disorderly impulses and somehow antisocial ambitions. For a few years we knew them, and watched helplessly as lack of stabilizing family life, and often lack of decent economic advantage and all the other "strikes" cumulated against them. Then, one day, some disruptive explosion of misbehavior or illness of the personality sent them to one of our institutions, and they disappeared from our daily lives.

We concern ourselves with the child's opportunity for reading and self-education both before and after his public institution experience. But what about his opportunities within the institution itself? These institutions may be directed by state departments of education, of social welfare, of mental hygiene, or corrections—whatever they are, we must admit that we know little or nothing of the library services for them which we so strenuously advocate and plan for others.

Can you imagine, except with extreme concentration on your part, what it must be like *never* to have heard a word pronounced nor its meaning explained nor its confusing differences made clear? This is the lot of children who are totally deaf, who cannot speak, or speak with great effort, and yet somehow, by great skill in teaching and the utmost self-discipline manage to learn to read, to go to school, to graduate from high school and often college—to learn trades, to take an active part in many kinds of life. Can you imagine how difficult it is to find books in simple terms but of advancing interests and increasing range of ideas for these deafened young people? This is the first consideration in book selection in a library for them, but as yet there are almost no trained librarians in their special schools to help in this highly important job.

How would you explain to a blind child the immensity of the sky on a dark night when every single star glitters and glistens—to a blind child who has never seen *anything* which glitters and glistens, who can see no pictures to help him understand, who must

comprehend everything in this vast world without the aid of his eyes. What of the child with partial vision for whom no books can be found in type large enough for him to read about the subject which interests him very much? How often one would wish to read the article in the encyclopedia for these children, lay out the bulky Braille volumes for their sensitive fingers or take off the shelf the box of Talking Book records which mean their book reports to them. But there are almost no trained librarians in schools for the blind.

Patience, sympathy and skill are needed to run a library for mentally retarded children. It meant searching for the stories which mean something to them in *terms of their own limited experiences and imagination.* It means joining with them in their joy over small accomplishments and simple pleasures and the ingenuity to enlarge their comprehension by ever so little—by games, by pictures, by storytelling, by puppet shows—by any means which will bring the response, "Why it's just like out in the world, isn't it?" Could any one fail to heed the plea, "Oh, Miss, I wish you'd order a thousand new horse stories and a thousand new dog stories."

"Dear Warden . . ."

Here is a note from a man recently transferred from a school for the feebleminded, where there is a good library, to a dormitory for defective delinquents where the library collection is only just established.

Dear Deputy Warden:

I have been receiving books from library so I can read them to pass time away and the only way a guy keep himself out of trouble by doing something.

They havent send up any books for me about a week.

I appreciated very much if you will look into the matter. If I did anything wrong of what I don't know please let me know.

I know of only one full-time librarian in such a school.

What about the children in the many orphanages, boarding homes, homes for dependent children or in treatment centers? Must they be denied, as well as the love and care of parents, the security of a home where they really belong and the sustaining power of family backing, the heritage of reading without which no child should have to grow up. Do these children appear on our charts of library expansion or are they perhaps completely forgotten? Are those responsible for their care genuinely concerned that they have provided little or nothing for them to read or is library service just another of those departments which it would be nice to have "if we could have everything else, too, as well."

Hidden Dangers

Mental patients who may spend months in hospitals where no supervision is given to what they are reading, can bring untold damage on themselves by a continuous diet of fiction which often deals with frustrated lives, unhappy childhoods, domestic friction, emotional release in alcohol, adultery or suicide. Stable persons can cast these aside or counterbalance them with something else, but the mentally disturbed person is quick to identify himself and his problems with what he reads. Properly selected reading under the direction of a skilled librarian and doctor can help him to untwist his twisted thinking and to concern himself with tonic accounts of a mentally healthful nature, but miscellaneous and unselective books and magazines are definitely a hazard. No one would wish to be the person—and this is an actual case—who inadvertently gave to a suicidal friend a novel in which one character committed suicide by a method the friend later used herself. Are we concerned with the library service in our own state hospitals where there may be almost nothing at all to read, or a miscellaneous collection of gift cast-offs and perhaps public library discards which are frequently soiled and battered—in any case a haphazard collection of perhaps potential dynamite for the mentally sick person?

All these people, children and adults alike, in encouraging proportions, will spend hours of their daily institutional life in reading if books and magazines in decent condition and of uninsulting content are provided for them. Nearly everyone can easily visualize the blind child busy with his Braille books, talking book machines and books in large print—the deaf child reading in his dormitory, the training school boy or girl in his school library, and the crippled child in his wheel chair or in his bed absorbed in a good story. Whatever their handicap, most children like to read and it is simply a question of seeing to it that these selected groups are properly placed in the total library picture. Also, nearly everyone can easily visualize the man in his cell with library books piled on his small table. We can understand that it is a natural thing for him to depend heavily on printed books, as well as his radio and the movies, to give him encouragement or act as mainstay while he serves his sentence.

But it is not easy for most people to consider reading a natural and normal outlet for the mental patient. Audible whispers from visitors—"Do they really read?"—have embarrassed more than one librarian who decries the as yet widespread ignorance of mental illness with, in many cases, its long and frequent periods of easy and natural reading. I could quote dozens of comments from patients who consider the library their only resource during hospitalization and for whom, as a supervisor of nurses has said, "Books are as necessary as food and drink." Then, too, visitors are taken completely by surprise to find an active library in a hospital for epileptics and are often completely mystified at a small room full of retarded children busy with their library play and reading. These must not be forgotten.

Children First

It is the *children* in state institutions whom those of us on the Institution Libraries Committee ask the Division of Libraries for Children and Young People to remember in their local, county, state, and national plans. Much library work remains to be done for children when they are away from home and school and in hospitals. Almost everything remains to be done for children and young people in training schools, in institutions for the epileptic and in homes and centers for dependent children. Those requiring special schooling because they are blind or are deaf do not often have generous collections of recreational reading at hand nor do they have much training in the use of libraries as an aid to them as students and as citizens. Those who are mentally retarded seldom have seen a decent reading room and a helpful librarian if they cannot live outside an institution.

Only in Kentucky, Louisiana and Minnesota are there state institution library supervisors and a group of trained librarians employed to secure for those people the benefits of the reading experience. Virginia has had a supervisor for its mental hospitals.

Federal prisons, reformatories, and training schools provide generously of trained staff and well-chosen book collections. In some special schools, in some hospitals and in some training schools elsewhere there are fine book collections and trained librarians, but these are dependent on selected superintendents, on particular boards, or occasional trustees for their continuance. They are not the result of progressively developing plans for book service.

It is all these many thousands who mostly by chance, if at all, have anything approaching a familiarity with bright book covers, carefully chosen stories, story hours, book clubs and all those ever-changing trails that lead to the right book. Truly the deaf, the blind, the feebleminded, the dependent, the delinquent, the crippled child, all must "Accept the Universe," to borrow the phrase of Mrs. Duff, in a very special sense. They have to learn to live with their faulty bodies and deficient senses, their limited minds or their unreliable emotions in a way we must all admire, respect and honor. We must see to it that each of them has an equally firm footing, at the very least, in the universe of wholesome, health-giving, tonic ideas which we know that books—the best for them —will supply.

No matter what our position — teacher, librarian, social worker, or plain citizen—if we are convinced that all children in this country should be exposed to the library idea, and should not grow up without extensive acquaintance with the reading experience, we must make it our extracurricular responsibility to find out what kind of libraries our own states provide in institutions. We can go to the superintendents, who almost always make us welcome. We can offer to help them, making use of regular channels, of established agencies if possible. But we must not forget the children whom life has selected to live, not at home, but with hundreds of others in city, county, state or charity supported institutions.

Reception Room

(Child Guidance Clinic)

RUTH GILBERT

"Oh," say the worn-out people who bring the
children to us,
"This isn't a fair sample.
"You ought to see him outside."

"But isn't this John Jones," we say (or think),
"Isn't *this, too,* John Jones?
"It's the same boy."

We have a soap-bubble game.
You take a flat, metal wand (a magic wand?)
Dip in solution, and blow through it,
Or merely wave it. . . .
Up soar the bubbles
In a quick, colored cloud.

John Jones stands and watches them.
He stands gracefully now, looking up.
He smiles and forgets all of us.
One can't say surely
But it does seem he looks far past the bubbles . . .
(Toward what distant thing — wanted, denied,
complicated, fading?)
He dips the wand again.
Up they float . . . the bright bubbles . . .
Beautiful . . . John Jones made them.
John Jones (truant, cat-killer, tire-thief).

"Who'd ever think he'd be like that,"
Say the worn-out people who brought him to us,
"You should see him outside."

But isn't this John Jones,
The boy you described to us,
Isn't this John?
Isn't *this also* John?
It's the same boy.
It's all the same boy.

Confessions of a Groupwork Statistic

LUDWIG A. GRANER

Research Secretary, Welfare Federation of Cleveland

I am a groupwork statistic. To be more specific, I am one of those aristocratic membership statistics, and not a "rank and file" attendance statistic.

And furthermore, I am a "sum total" statistic, for I am composed of five other figures which are part and parcel of myself. Gee, do I build up prestige for my agency! I have always passed my "physical," and I hear so many people examining me exclaim: "This statistic looks O. K." I am very fortunate that this is so, for not every statistic can make that statement.

At one point of my life, while I was waiting on the desk of the statistical clerk in the research department, I saw something awful happen. The clerk had just been occupied with one of my fellow statistics which had come from another groupwork agency and which was put into the big ledger. Now we statistics knew that there was something wrong with that statistic, but only we among ourselves knew about it and we were helpless and powerless to tell the clerk. This other statistic had a hidden deformity, an internal deficiency so to speak. She too was a "sum total" statistic, but while her five component parts had been hastily added together in her agency, whoever did it had entered her as "144"instead of "414." It was really frightening for us statistics to see what happened.

The clerk entered the figure not knowing that it was incorrect. How could the clerk have known, she is only a human being after all. Now on the same afternoon a tabulation of groupwork membership figures had to be made, for, as I understand, the research department receives many requests for most recent figures to be used in committee meetings for social planning.

To our horror the other statistic was put into a statistical table as "144" instead of "414." We statistics cried, shouted, and signaled, but it was useless. Nobody paid any attention to us. Then a man who was about to go to this committee meeting looked us over, and he looked and looked, and pointing to the other statistic he said: "That's funny, there may be something wrong with that figure, last year's figure was different, but who knows, perhaps the agency's membership has dropped that much."

That's what we heard him say. We tried to make ourselves heard, to point out that the *figure* was wrong, but that nothing was wrong with the agency. We were happy when the man suddenly turned to the statistical clerk and said: "Let's check into this again, but I shall need this in fifteen minutes."

Well, the clerk checked and finally said: "My figures are O. K. But to play safe I shall call the agency." She did this, and after one minute the figure "144" had been changed to "414" and I heard the man say: "Well this looks better now. Am I glad for Miss X, the agency's executive!"

So we were all happy, and I thought that man should be given a chance at one of those luncheon meetings of the groupwork council so he could advise those folks *to tell their staff* to exercise the greatest care in compiling us statistics and in transmitting us to the research department; *for often it is impossible to discover such errors* after the figures are 'in the mill." And I hope the man will be fair and say that this does not happen too frequently and that it can happen to anyone—casework and health statistics, too.

Now here is a second problem. There is something that was revealed to me by another statistic from still another groupwork agency. She told me how little attention had been paid to her the first few weeks of her life. Now this sounded very strange to me, for in my agency I had been accustomed to proper and thoughtful treatment. I still hear my agency's executive say: "I myself get the greatest benefit out of those statistics, I use them for board and staff meetings, for publicity, and they really tell me in what direction we are moving." The executive always saw to it that we were treated decently. I had been carefully added together and had been checked in the front office, and my component parts, the minute they had originated, had been picked up by a well informed staff member and had, on the very same day, been entered on a sheet which was posted on a bulletin board.

Now the other statistic I am talking about had had an entirely different experience. One could almost see that she lacked stability, and so she finally went to a psychoanalyst and he told her that her deficiencies went back into her earliest childhood, because she had been entirely abandoned for three weeks after her birth, and that only at the end of the month had she been casually picked up. The worst of all, he told her, was that she also was a split personality, namely, one part being a statistic and the other part only an estimate!

In conclusion, let me say that I am proud to be a groupwork statistic, for I feel that, if properly treated and not abused or misused, I can be of great service to my agency and to my community. Annd that's why I say that we statistics simply have to be O.K. from the day of our birth until the time of retirement, when we rest in those fancy national printed reports where we want to make a good showing both for the groupwork field and for our community.

The best thing in the world, badly timed or in the wrong place, will become harmful.—*Constancio C. Vigil.*

EPITOMES

Journal of Psychiatric Social Work

Some Objectives in Training for Psychiatric Social Work

Milton Wittman

The acute need for mental health personnel in the United States received recognition when the National Mental Health Act was passed in July 1946. The training program established under this act provided for the initiation, expansion, and improvement of programs for the training of psychiatrists, clinical psychologists, psychiatric social workers and psychiatric nurses. Policies and procedures were established by the National Advisory Mental Health Council, set up by law to provide consultation to the Surgeon General on the operation of the program.

Prospects for expansion of training in psychiatric social work indicate an annual total of approximately 1,000 students in second and third year graduate psychiatric social work in the early 1950's. This rate of training will be required to meet the present goal of 13,000-15,000 psychiatric social workers estimated as necessary eventually to staff the various programs in the United States.

The needs currently exist at all levels. On the staff worker level, there is scarcely a clinic or hospital which considers itself adequately staffed. The situation has been met by limiting caseloads and intake, and "holding off" on community interpretation to prevent the usual flood of referrals subsequent to even a limited interpretation program.

At present there is less concern for securing recognition of the needs for qualified psychiatric social workers, because these needs have been emphasized repeatedly. There is more concern for the next steps in meeting these needs as they develop. There must be positive effort to: secure some reasonably accurate measure of the various needs for qualified psychiatric social work personnel; assess training facilities; evaluate training centers; estimate the total capacity of the existing training centers; consider curriculum content; examine field work resources; lay plans for continuing long range programs concurrently with similar programs in psychiatry, clinical psychology, and psychiatric nursing; consider the best method of encouraging the highest possible standards in training; evaluate the stipend program.—*Journal of Psychiatric Social Work, Spring, 1948.*

JOURNAL OF Social Casework

Formerly THE FAMILY

Can Freedom Be Taught?

Dr. Paul Friedman

Even men who have been free can forget what freedom is when they have been too long deprived of it. This phenomenon is strikingly apparent among those survivors of the concentration camps who regressed to complete infantilism in the struggle for survival. In an environment in which cannibalism became a reality, all notions of freedom and sociability vanished.

In my observations on Cyprus, I found further proofs of how external restraint destroys inner freedom. The barbed wire has brought back by association the behavior patterns of the old German concentration camps; anxiety and increased depressions, in children and adults alike.

When, following liberation, children and adolescents were sent to foster homes and centers in France and Switzerland, they seemed at first unable to cope with liberty. In several instances, they even threatened to run away and go back to the camps in Germany.

Perhaps the most important thing we have to offer the new immigrant [from this group] is active suggestions and specific guidance. To maintain a correct attitude, neither overkind nor harsh, neither too sympathetic nor too inhuman, is not simple. Insofar as we ourselves are mature, experienced, objective, truly interested, our suggestions and ideas can facilitate the immigrant's readjustment to a new world. Until he has learned his way about this new world—with your help—he is not free, not of fear nor of the habit of being told what to do.—*Journal of Social Casework, July.*

AMERICAN JOURNAL OF PUBLIC HEALTH and THE NATION'S HEALTH

Theoretical Considerations Concerning Caries Control

L. S. Fosdick

Dental caries is caused by an intermittent acid decalcification of the teeth. All the acid is derived from carbohydrates left in the mouth. Whether or not the acids are harmful depends on whether or not they are neutralized before decalcification of the teeth occurs. This in turn depends on the rate of acid formation and of neutralization. The rate of acid formation depends upon the substrate and enzyme systems. The rate of neutralization depends upon variables, such as the amount of saliva.

It is practically impossible to control caries at present by any practical means with the possible exception of the topical application of the fluoride ion. [However], this action is not purely inhibition but also a change in enamel solubility. The application of fluoride to drinking water was one major step for control, but the fluoride ion is too toxic to apply in sufficient concentrations to stop all acid formation. It is quite possible, however, that a 10 percent inhibition of acid formation will prevent 60 to 90 percent of the caries.

A more ideal method would be to find an enzyme inhibitor that is not particularly toxic when ingested, or one that is destroyed by the G.I. tract. As fermentable carbohydrates are the major substrates which can be utilized by the oral bacterial flora for acid production, [the] inhibitor could be placed in all fermentable sugars during manufacture. This would be far superior to the fluoride ion because it would be approaching the problem at its source.—*American Journal of Public Health, July.*

THE COMMON WELFARE

Among the States

In *Missouri,* the legislature appropriated $5,000,000 of the $6,000,000 requested by the Division of Welfare for the coming year. Whether full OAA and ADC grants covering minimum needs can be continued is uncertain, unless a supplementary appropriation is made in January, Mary E. Brooks, executive secretary of the Missouri Association for Social Welfare, writes in the magazine *Building a Better State.*

On the other hand, the legislation increases the appropriation earmarked for general relief. It will be possible to raise the relief grant, now covering only 52 percent of minimum needs, by 5 to 8 percent.

Miss Brooks points to the false economy in the failure of the legislature to raise the appropriation for administering the welfare program. The inadequacy of this appropriation together with the new pay plan recently adopted, will necessitate a cutting of staff and a further rise in caseloads already averaging 314 per visitor. Such caseloads, she writes, make it impossible to insure the taxpayer against supporting ineligibles on the assistance rolls.

Veteran Assistance

A new law in *New York* authorizes a county or city welfare district, outside of New York City, to set up a division or bureau of veteran assistance in the department of welfare. Personnel in this unit must have the same qualifications required in the rest of the department.

Work Relief

A new law in *New York* authorizes welfare districts to set up work relief projects to give employment to people on home relief rolls who are physically able to work. Those refusing to accept such assignment may be taken off relief rolls.

The projects, for which the state will provide 80 percent reimbursement, are to be administered by a designated local official. Work relief committees appointed by local authorities, will have responsibility for recommending suitable projects, fixing wages at the minimum paid locally for similar work, and hearing complaints. Assignment to the project will be limited to the number of hours needed to make up the income deficit of the home relief recipient.

Workmen's Compensation

The national trend toward extension and liberalization of workmen's compensation laws was continued this year. A new law in *Mississippi* setting up a compensation system is "one of the outstanding legislative achievements of 1948," according to the June *State Government.* It provides for compulsory coverage, unlimited medical care, a second-injury fund, and double compensation for minors illegally employed. Every state now has a system of workmen's compensation.

A new measure in *New York* raises the maximum weekly payment for total disability from $28 to $32. The maximum weekly payment to survivors in case of death is $35. Payments for partial disability are liberalized.

Missouri increased maximum disability and death benefits from $20 to $25 a week and raised the minimum from $6 to $8.

Kentucky extended its coverage and improved benefit payments. Coverage was broadened in *Virginia,* and *Massachusetts* increased its benefits.

Unemployment Insurance

A new law in *New York* increases maximum unemployment insurance benefits from $21 to $26 a week. It also sets a ceiling of $900,000,000 on the reserve the fund is required to carry, thus adding $80,000,000 to the $85,000,000 in credits already available for redistribution to employers this year.

A proposal to use part of the surplus to provide dependency allowances to workers with families, which had the active support of the State Federation of Labor, the State CIO, and a majority of the State Advisory Council on Placement and Unemployment Insurance, was defeated in the legislature.

The council majority pointed out in its reports to the legislature that "the failure of our present law to recognize that the hardship falls on the family, not merely on the individual, is its outstanding deficiency in point of principle and adequacy." Such dependency allowances, in the opinion of Herman Gray, chairman of the council, would cost between $15,000,000 and $20,000,000, for which he felt the fund surplus was ample.

Unemployment insurance benefits were increased in *Kentucky.*

New Jersey

A new law in *New Jersey* extends the state unemployment statute to provide sickness and disability benefits of from $9 to $22 a week for as long as twenty-six weeks.

Two other states—*Rhode Island* and *California*—have similar plans.

Mailbag Roundup

In West Virginia, the State Department of Health has set up a demonstration premature center at South Charleston, as part of its program to combat the tragically high death rate among premature infants. Of the 123,000 births recorded in this state during the period 1943-46, an estimated 4,305 were premature. Forty percent of the premature babies died. In 1945, the death rate among prematures was 31 percent above the national average.

The center consists of four units: the main nursery; the isolation or observation nursery; the nurse's station; and a clean work room. Premature infants are transported to the center in a specially equipped ambulance, and are kept in incubators in the observation nursery for seventy-two hours. Then they are transferred to the main nursery and "graduate" to a bassinet before discharge. Staff consists of seven cooperating pediatricians with rotary terms of duty and five nurses, trained in the care of the premature infant. The center has cared for thirty-one infants during its five months of operation, losing only four. It is planned to set up a postgraduate course at the center to give instruction in the care of the premature to nurses from all over the state.

The department is also setting up portable incubators at strategic points throughout the state. These can be heated either by electricity or by warm bricks or sand. Public health nurses and nutritionists are carrying on an educational program to reduce the number of premature births.—*From* SURVEY *correspondent William H. Rost, West Virginia Department of Health.*

On Leave

Seven employes of the California Department of Social Welfare are studying at universities under the child welfare services educational leave plan for county welfare staff. Among them is Katherine Bell of Redwood City, who entered Smith College School for Social Work in June.—*From* SURVEY *correspondent Harry B. White, California Department of Social Welfare.*

News from Michigan

Twenty-one student engineers from sixteen universities and colleges throughout the country have been granted public health engineering fellowships under the Michigan Department of Health training program this summer. They have been assigned to seven county health departments for three months' work, which includes orientation, field observation, and field apprenticeship on sanitary projects at schools, resorts, milk plants, and so on. These fellowships provide an opportunity for actual participation in a rural health department program under the supervision of local and state staff.

More than 300 public health engineers have had the benefit of this field experience since the program was started thirteen years ago. The W. K. Kellogg Foundation financed, supervised, and conducted the program from 1934 to 1946, when the department assumed responsibility for it. The foundation continues to provide stipends covering living expenses of the students.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

Health in North Dakota

A full time health department was set up in Williston District, *North Dakota,* last year, thus extending health services to the northwestern area of the state, according to a recent report "The Public Health Picture in North Dakota" from Dr. R. O. Saxvik, state health officer. Stressing the vital need for more local health departments, Dr. Saxvik points out regretfully that although the state has had permissive legislation for multiple county health departments since 1943, there is at present no state appropriation to assist them.

A hospital bed program for the treatment of patients with venereal disease has been developed in this state through a cooperative arrangement between the State Health Department, hospitals, and physicians. The department is cooperating with the State Cancer Association in a program of education about cancer, which is now reportable in this state.

Last year, special services in nutrition education were set up in fourteen counties on an individual and community level. Students at teachers' colleges were given special training in problems of sanitation, nutrition and health education. The number of child health conferences increased over the previous year, and the problem of special nutrition services to mothers was added to conference programs. The department has secured the services of consultant personnel to start a state program of mental hygiene.—*Information furnished by* SURVEY *correspondent Bernardine Cervinski, North Dakota Department of Health.*

Cancer Control

The District of Columbia Health Department is planning to set up a cancer registry through its Bureau of Cancer Control, so serve as an indicator of progress in the control of this disease, Dr. Jay McLean, director of the bureau, reported to the District of Columbia Medical Society recently. About half of the states now have such cancer registries or require the reporting of cancer.

Dr. McLean reported to the society on the recent survey of cancer conducted in the Washington Metropolitan Area by the department with the assistance of the U. S. Public Health Service. The total case rate in the area in 1946 was 452 per 100,000 population, the study found. This rate is somewhat higher than in other metropolitan areas of the nation. The total number of cases under care in the area during this year was 5,681. The study found more cancer in higher rental areas and progressively less in lower rental sections.

That improved methods of handling cancer patients and popular education about this disease, are slowly bearing fruit, is shown by figures from the cancer record registry in Connecticut, according to Dr. McLean. In 1935, the percentage of people surviving one year after diagnosis of cancer was 42.4 percent, while in 1947 this figure had increased to almost 59 percent. To assist physicians in the early detection of cancer, the department is distributing through its Bureau of Cancer Control weekly issues of a manual on cancer detection.—*Information furnished by* SURVEY *correspondent, J. Edgar Caswell, D. C. Health Department.*

Health and Safety Workshop

One of the first workshops to combine health and safety education in a single session will be held under broad sponsorship at Arizona State College in Flagstaff, August 2-14. Designed to give teachers, school administrators, and school nurses in this region a better understanding of how safety and health education can become more functional in the lives of school children and teachers, the program will center around: health and safety instruction, school health and safety services, and a safe, sanitary school environment. There will be laboratory periods in behind-the-wheel-driver training, audio-visual aids, and the school medical examination. Two hours of graduate or undergraduate credit will be given for this course.

The workshop has secured the services of outstanding consultants in the field, including: Dr. Mayhew Derryberry, U. S. Public Health Service; Dr. Edith P. Sappington, U. S. Children's Bureau; George Marx, Arizona State Department of Health; and Marian Telford, National Safety Council. The neighboring country of Mexico has been invited to send representatives in the hope of strengthening relationships with educators there. —*From* SURVEY *correspondent Frank R. Williams, Arizona State Department of Health.*

Announcements

The National Conference on Prevention and Control of Juvenile Delinquency has secured valuable help from the Theatre Owners of America in its drive to promote a series of youth conferences in September, which will be designated National Youth Month.

A national committee, headed by Charles P. Skouras, has prepared and distributed a documentary film, "Report for Action," a dramatization of the conference's "Handbook on First

Steps in Organizing State and Local Conferences on Prevention and Control of Juvenile Delinquency," which outlines the method followed successfully in the 1947 meeting. The committee has also made its theaters available without cost for private showing of the film to community groups planning September conferences.

The conference reports that thirty-six governors, 300 mayors, and the heads of more than 150 social welfare, fraternal, and church organizations have pledged their cooperation for youth conferences in September.

"Criminal Casebook"

The Society for the Prevention of Crime has resumed its radio series "Criminal Casebook" over NBC Thursday evenings at 8:30. The program which dramatizes and interprets actual case histories, is designed to clarify for the radio audience the underlying causes of lawlessness.

Fellowships

The U. S. Public Health Service will award a limited number of mental hygiene research fellowships for graduate work in medical and related sciences. These are open to psychiatrists, social workers, sociologists, and people in related professions.

They include: a predoctorate research fellowship open to applicants with a bachelor's or master's degree; a postdoctorate research fellowship; and a special research fellowship for applicants qualifying for the doctorate who have outstanding ability in the field. Stipends start at $1,200 a year for applicants, without dependents, offering a bachelor's degree. The grant in the third group will be fixed individually. Application forms and additional information may be secured from the Division of Research Grants and Fellowships, National Institute of Health, Bethesda 14, Maryland.

Meetings

The National Board of the YWCA is sponsoring the first International Study Conference on Women and World Reconstruction, at Teachers College, Columbia University, August 18 to September 14. More than fifty young YWCA leaders from twenty-six nations and YWCA secretaries from various parts of this country, will meet to consider the social, political, economic, and religious forces in the world and the role of Christian women in the solution of today's problems.

More than 100 delegates and official guests from Girl Guide and Girl Scout organizations the world over will gather in Cooperstown (N.Y.) for their twelfth world conference, August 13-23.

New School

Iowa State University in Iowa City has announced the organization of a School of Social Work, which will get under way in the fall. Director of the new school is Wayne Vasey, recently research assistant for the Russell Sage Foundation.

Rehabilitation

Education of the American people to a more sympathetic understanding of the potentialities of handicapped people was held a first essential to the rehabilitation of millions of disabled at the sixth annual meeting of the National Council on Rehabilitation in New York City in May. Dr. Donald Covalt, medical director of the Institute of Rehabilitation and Physical Medicine, New York University-Bellevue Medical Center, cited examples of the community indifference which blocks successful adjustment of handicapped men and women.

Employers Must Be Educated

Although several recent studies, including one by the Bureau of Labor Statistics, prove conclusively that handicapped workers, properly placed, equal, if not surpass the output of so-called normal employes, programs for the integration of the handicapped into industry are limited mainly to a few big concerns, Dr. Covalt reported. Small business concerns, in which 90 percent of American labor earns its living, still largely shy away from hiring disabled people, fearing complications in placement procedures and higher insurance rates. The experience of the garment industry, which has successfully integrated severely handicapped people in its shops, shows that no complicated and expensive procedures are needed, according to Lazar Teper, research director of the International Ladies Garment Workers Union. Rather, the job analyses and procedures necessary to the placement of these people have proved beneficial to the organization of the plant as a whole.

The fear on the part of many employers that their insurance rates will go up if they hire handicapped people is entirely groundless, according t John V. Grimaldi, director of indus trial division, Association of Casualt & Surety Companies. Rates are de termined solely by the accident rate o the particular company and the degre of risk in the type of industry, he said and disabled workers, properly placed have a lower accident rate than othe employes, not carefully placed.

Doctors Must Be Educated

The whole rehabilitative progran will be "sunk," cautioned Dr. Covalt unless more personnel—doctors, thera pists, psychiatric social workers, an other specialists—are trained for th rehabilitative services. A few schools among them the universities of Pitts burgh, Colorado, Rochester, an Washington, are developing curricul in this field, but the need is vast.

Doctors must be trained to evaluat residual capacities as well as disabilities Dr. Henry H. Kessler, president of th council, declared. The average docto today is likely to think more of wha people cannot do than of what they can

What Rehabilitation Means

The program of the Institute o Rehabilitation and Physical Medicin at the New York University-Bellevu Medical Center, includes 102 "activ ities of daily living," designed to hel the handicapped to optimum adjust ment. Patients, who pay for their care are carefully selected from thousand of applicants, to present as wide a range of problems as possible.

On entering, the patient meets i consultation with specialists from every department of the institute. This evaluation clinic, after considering his difficulty and his hopes for himself writes a tentative "prescription" of ac tivities to which he is assigned. This schedule may include physical therapy psychiatric treatment, vocational o pre-vocational training or social serv ice. When the patient reaches what is believed to be a "peak" of rehabilita tion, he is discharged with a written "home program" of activities, a copy of which is sent to his physician.

The center has developed a number of gadgets designed to smooth the daily life of the handicapped. One of its current projects is the designing of a model kitchen fitted with special appli ances to enable the housewife on crutches or in a wheel chair to do her daily work. Results of this research will be available in about eight months.

BOOK REVIEWS

TOWARD PUBLIC UNDERSTANDING OF CASEWORK, by Viola Paradise, Russell Sage Foundation. $2.

Viola Paradise's beautifully written book is a real addition to the limited literature in the field of social work public relations. Its greatest contibution is to put the primary responsibility where it belongs—squarely on the shoulders of the professional social worker, executive, and staff member.

The author's tackling of the answer to the $64 question—"Just what do you do?"—is one major contribution because it assumes that the answer is important. Here Miss Paradise reminds us that ability to talk about ourselves and our jobs is not magically wrapped up in a diploma from a school of social work, but that it requires the same kind of study and practice as do other parts of the professional job.

The aggressive use of newspaper publicity to bring about positive changes in the social structure of the community represents a degree of professional responsibility which too few agencies have seen fit to take. A reading of this chapter in Miss Paradise's book might offer reassurance to the boards who continue to regard the newspaperman as one whose only mission in life is to expose human misery and to attack such blameless institutions as social agencies.

It seems to this reviewer that the major criticism of the book lies in the fact that the study was made in a city which is apparently as atypical as Cleveland. It might have been more helpful had it been laid in a community where it would have been necessary to deal with such basic diculties as the agency board and executives who do not see public relations as a vital part of their programming; with caseworkers who do not recognize a responsibility for interpretation as an integral part of their professional job; with newspapers who are not so civic minded as to be willing to rewrite the esoterics of agency releases into newspaper English, with a community which has not been so well indoctrinated.

However, a study of the book by agency staffs, boards, and executives might well be the first step toward achieving the state of bliss which exists in Cleveland. It is worth using as a blueprint for "doing something" about taking a public relations program out of the realm of theory and into action.

If we can meet the author's challenge in her chapter "The Task Ahead," we will have begun to live up to the goals of our profession more responsibly than we have ever done before. She is to be congratulated for pointing the way so clearly.

FRANCES SCHMIDT
Director, Community Relations Department, Jewish Family Service, Inc., New York City

PEOPLE AND PROCESS IN SOCIAL SECURITY, by Karl de Schweinitz. American Council on Education. $2.

IF YOU WOULD ENJOY KARL DE Schweinitz' latest little book you must first rid your mind of traditional ways of thinking. You cannot think about this book as a social worker would. You cannot approach it with all the fixities that inhabit the mind of a worker in old age and survivors insurance or unemployment insurance. You must be prepared to allow a little fresh air to ventilate your stereotyped professional mind.

If this you can do, you will find, first, a significant appraisal of how public workers transform a lifeless printed statute into essential services for men and women. Mr. de Schweinitz considers all of social security—old age assistance, aid to the blind, aid for dependent children, unemployment and old age and survivors insurance—as a whole. He holds the whole up to the light and considers what are the essential similarities—and dissimilarities—in these several, separate, and highly specialized ways of getting public aid to men and women. But his emphasis is on the common essentials in the several kinds of jobs involved. The result is a job analysis of the best sort, a stimulating, eye-opening review of the task of those who would educate young people for social services.

Like Karl de Schweinitz, this book is at times more imaginative than precise. Provocative stimulating ideas are presented at times in general and inconclusive terms. But, all in all, this little book is well worth the reading of social security workers and those who would produce the future workers at this trade.

JOHN J. CORSON
The Washington Post

GROUP EXPERIENCE AND DEMOCRATIC VALUES, by Grace L. Coyle, Ph.D. Women's Press. $2.75.

GRACE COYLE HAS BROUGHT TOgether in an extremely readable, simple, and useful volume a number of papers dealing with various aspects of groupwork. The unifying bond throughout is her deep and clear philosophy concerning democratic values and the contribution of groupwork toward a society in which these values are firmly rooted. Underlying her philosophy is a remarkable capacity to reach into the past and look into the future for the synthesis of philosophy, knowledge, and skill which is so presently and urgently needed.

Although the book is focused upon groupwork, it really deals with social process and social relations as a whole. It points out the need for further social work research that, as Miss Coyle indicates, must come partly from the social sciences and partly from social workers through the production and use of process records.

The chapters on "The President as Leader" and "The Executive Director as Leader" could well be "read, learned, and inwardly digested" by every board and staff member of a social agency. The clear differentiation made between the role of the layman and that of the professional worker is very helpful—but, more important, is the emphasis given to relationship rather than function.

In any book written by a social worker about any part of social work, the question of semantics is bound to rear its head. There are those who regard social work as a process and groupwork as a "field." Miss Coyle takes the position that groupwork is a method and, while she does not say it in so many words, indicates that as a method it is not confined exclusively to social work. This question is one that may be settled in the future when social work has been clearly defined.

(Continued on page 240)

A. A. Smick has been appointed director of the School of Social Work of the State College of Washington.

The Wisconsin Welfare Council has appointed *Morris Hursh* as executive secretary. Mr. Hursh has served with the Wisconsin Division of Social Welfare as legal consultant, supervisor of old age assistance, and supervisor of services to children's agencies.

J. D. Robins, Jr. is the new secretary of the recreation and group education division of the Council of Social Agencies of Kansas City (Mo.). He had been serving as field representative for the National Recreation Association.

The National Society for the Prevention of Blindness has named *Doris G. Chandler* as director of health education. She was formerly executive secretary of the Metropolitan Health Council of Dayton and Montgomery Counties, Ohio.

The American Psychiatric Association has named *Dr. Daniel Blain* to the newly created post of medical director. He was previously chief of neuropsychiatric service in the Veterans Administration.

New public relations secretary of the Wichita (Kan.) Community Chest is *Hibbard G. James,* member of the Radio Writers Guild.

Florence Mixa has been appointed associate secretary of the health and hospital division of the St. Louis Social Planning Council.

New executive director of the Evansville (Ind.) Community Chest and Council of Social Agencies is *Lowell Turner,* former assistant director.

John Otto Reinemann has been named director of probation of the Philadelphia Municipal Court, succeeding *Daniel J. McCarthy* who resigned last January. Supervisor of in-service training and research at Philadelphia's Municipal Court since 1943, Mr. Reinemann has taught correctional training courses under the auspices of the State Department of Public Instruction.

The American Red Cross has appointed *Howard L. Benton* as director of operations in the European theater, succeeding *William A. Stephens,* who is returning to the United States after six years of overseas service.

Evelyn Davis, until recently director of the Volunteer Bureau of the Council of Social Agencies of Greater Boston, will head a similar bureau now being organized in Los Angeles.

Dr. Esmond R. Long, director of medical research and therapy, National Tuberculosis Association, has been named editor-in-chief of the *American Review of Tuberculosis,* succeeding the late *Dr. Max Pinner.*

The U. S. Public Health Service has appointed *Dr. John R. Heller* as director of the National Cancer Institute. Dr. Heller has been chief of the division of venereal diseases since 1943. Succeeding him in this post is *Dr. Theodore J. Bauer,* formerly venereal disease control officer for the Chicago board of health.

The Michigan Department of Health has named *Hertha Larsen, R.N.,* as nursing consultant for nine counties. Miss Larsen has been serving with the Grand Rapids City and Wexford County health departments in this state.

Dr. Paul E. Davis has been named superintendent of the Topeka (Kan.) State Hospital, succeeding *Dr. M. L. Perry,* who has retired after thirty years of service as superintendent.

The University of Pennsylvania School of Social Work has appointed *William D. Turner* as dean. Most recently consultant in industrial relations in the Dewey & Almy Chemical Company, Cambridge, Massachusetts, Mr. Turner has taught psychology at Bryn Mawr and Kansas State College.

Dr. Daniel Bergsma has been named New Jersey's first state commissioner of health, under 1947 legislation reorganizing the State Department of Health. Most recently public health consultant in the department, Dr. Bergsma was previously deputy officer.

The Volunteers of America, Los Angeles, has named *Colonel Harold Mills Eroh* as executive director and *Gordon Manser* as assistant executive director.

Dr. Charles O. Bradley has been named director of the Joint Child Guidance Clinic of Portland, operated by the Oregon State Board of Health and the University of Oregon Medical School. He was previously director of the Emma Pendleton Bradley Home for the study of atypical children in East Providence, R. I.

Dr. Helen Lanting has retired as associate director of the bureau of maternal and child health, Michigan Department of Health, to accept a residency in psychiatry at the University of Michigan.

The National Recreation Association has named *R. Foster Blaisdell* as southeastern district representative, succeeding *Arthur Jones,* who is now director of recreation in Charlotte, N. C.

M. Virginia Mason has been appointed to the Delaware State Department of Public Instruction as state supervisor of human relations. Her duties in this post, the first of its kind in the country, will include supervising the classes in human relations now set up in Delaware schools, and encouraging more teachers to establish such classes.

New deputy surgeon of the U. S. Public Health Service is *Dr. W. Palmer Dearing,* previously chief of the division of commissioned officers in the service. He succeeds *Dr. James A.*

Conference Appointment

Ralph H. Blanchard, president, National Conference of Social Work, has announced the appointment of Joe R. Hoffer as executive secretary of the conference, effective September 8. Pending approval of the conference executive committee, Mr. Hoffer, who was chosen from a group of candidates by a special committee of the executive committee, will also be invited to accept the position of secretary general of the International Conference of Social Work.

Consultant on the national staff of AASW for the past eighteen months, Mr. Hoffer served in the armed forces during the war, and later was acting deputy director, UNRRA China Office. A graduate of the School of Social Service Administration, Ohio State University, he was for several years secretary of the community division, Philadelphia Council of Social Agencies.

Mr. Hoffer succeeds the late Howard R. Knight, who served as conference secretary for twenty-one years.

WORKERS WANTED

PSYCHIATRIST needed for a new Child Guidance Clinic opening this fall in Knoxville, Tennessee. Clinic duties will require half time. Unusual opportunity for private practice and possible teaching assignments for right person. Write the Council of Community Agencies, 400 West Hill Ave., Knoxville, Tennessee.

CASEWORKER with full training for family service in multiple service agency. Present scale $2600-$3400. Placement on scale dependent on experience. Well established agency embarking on progressive program development. Interviews arranged at our expense. Write Jewish Family and Children's Bureau, 319 West Monument Street, Baltimore 1, Maryland.

WANTED: Psychiatric Social Worker for newly established Child Guidance Center with outstanding Psychoanalyst as director. Unusual opportunity. Offering $4,000. Child Guidance Center of Lackawanna County, Scranton, Pa.

SUPERVISOR, professionally qualified; supervision of three workers; some intake; starting salary $3,600. Case worker for adoption work $3,000. Professional staff of ten workers. Organization maintains full time psychological clinic. New Jersey Children's Home Society, 471 Parkway Avenue, Trenton 8, N. J.

CASE WORKERS: Two fully trained case workers (preferably experienced) for Family and Children's agency in small residential community near two large metropolitan centers. Opportunity to participate in developing a sound, modern treatment program. Excellent personnel practices and working conditions in member agency of F.S.A.A. Salary range $2,700 to $3,600 based on experience. Write to Family Service of Cuyahoga Falls, 507 W. Portage Trail, Cuyahoga Falls, Ohio.

CASE WORKER for Jewish Family Service. Also for Refugee Resettlement Program. Graduate training required. Applications invited from summer graduates. Salary range $3,300 to $4,800; starting salary dependent on training and experience. 8796 Survey.

SOCIAL CASE WORKERS—Female, for Juvenile Court with highest case-work standards. Qualifications: School of Social Work graduate, experience desirable, not essential. Also, one opening for apprentice. Arrangements will be made to complete Master's Degree. Apply Juvenile Court, Toledo, Ohio, stating qualifications and experience.

CASE WORKERS (two) for undenominational private multiple service agency; salary range up to $3,300 depending on training and experience. Child and Family Agency, 1035 Superior Street, Toledo 11, Ohio.

WANTED: Woman Superintendent for large institution for delinquent adolescent girls. Administrative and supervisory experience essential. Experience in similar work and training in social work or allied fields desirable. Excellent opportunity for development of constructive progressive treatment program. Full maintenance and good salary, according to qualifications. 506 Panama Bldg., Portland 4, Oregon.

SUPERVISOR OF CASE WORK. Immediate opening with a Red Cross Chapter. Qualifications: Master's Degree in social case work and supervisory experience. Salary related to educational background and experience. This is a challenging opportunity to develop an agency of high standards and excellent personnel practices. Apply Director, Home Service, Franklin County Chapter, American Red Cross, Columbus, Ohio.

EXECUTIVE for small private agency in New York State. Graduate work and supervisory experience required. Duties include administration and supervision of staff. Salary based on experience. 8795 Survey.

PSYCHIATRIC SOCIAL WORKER for Pediatric Psychiatric Clinic. Graduate from accredited School of Social Work with a psychiatric major. In lieu of this must be eligible for AAPSW on basis of experience. Personal analysis required. Psychiatric family or medical case work background acceptable. Salary $3100-$3300. Social Service Department, The Jewish Hospital of Brooklyn, New York.

WORKERS WANTED

CASE WORKERS. Immediate openings with a Red Cross Chapter. Qualifications: Master's Degree in social work. Excellent personnel practices. Salary based on education and experience. Apply Director of Home Service, Franklin County Chapter, American Red Cross, Columbus, Ohio.

SUPERVISOR OF FAMILY CASE WORK for Jewish Family Service Program. Two year graduate training with demonstrated competence in supervisory process required. Salary range, $4,550 to $5,750; appointment within range depending on experience. 8797 Survey.

CASE WORKER—An opening for a case worker from an accredited school. Salary range $2600-$3200. Diversified case load. Serve in terminals and office. Write Philadelphia Travelers Aid Society, 713 Broad Street Station, Philadelphia 2, Pa.

CASEWORKERS AND SUPERVISOR professionally qualified, for agency caring for children in foster homes and in cottage type institution. Workers needed for foster home and adoption work and for direct work with emotionally disturbed children in cottages under psychiatric consultation; also experienced worker to supervise part time. Write The Children's Center, 1400 Whitney Avenue, New Haven 14, Conn.

TWO CASEWORKERS in the Child Welfare Department. Private Catholic family-children's agency. Minimum one year's graduate work, two years preferable. Salary $2,472-$3,096. Catholic Welfare Bureau, 855 South Figueroa Street, Los Angeles 14, California.

NEW JERSEY RED CROSS CHAPTER serving six communities of 175,000, ten minutes from Times Square, has immediate challenging opening for Home Service Secretary with professional education and experience. Administer and expand program, supervise paid and volunteer workers and handle small select caseload. Adequate salary and personnel practices. Send full qualifications to 8779 Survey.

CASEWORKER: Immediate opening for professionally trained and experienced case worker. Duties include limited caseload, intake, and beginning supervision. Salary range $2,880-$3,000. Write Topeka Provident Association, Topeka, Kansas.

CASEWORKER—Child Welfare Department of Jewish Family and Children's Agency has opening for professionally trained and experienced worker. Present salary range $2400 to $3400 depending upon experience. This is in the process of revision. Responsibilities include student supervision and special assignments. 8769 Survey.

CASEWORKER for progressive, expanding family agency. Excellent supervision. Opportunities for community work. Salary commensurate with experience. Write John W. Anderson, Executive Secretary, 411 Walnut Street, Allentown, Pa.

WORKERS WANTED

INTAKE SECRETARY

Immediate opening in application service for fully trained caseworker, with minimum of three years' experience. Salary up to $3600, depending on quality and length of experience. Challenging opportunity for social worker interested in short-contact area. Interviews arranged at our expense. Write Jewish Family and Children's Bureau, 319 West Monument Street, Baltimore 1, Maryland.

CHIEF PSYCHIATRIC social worker needed for new Child Guidance Clinic opening this fall in Knoxville, Tennessee. Unusual opportunity to participate in growth of clinic which has complete community backing. Salary commensurate with training and experience. Write the Council of Community Agencies, 400 West Hill Ave., Knoxville, Tennessee.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.; M.S. degree required; salary range $2950-$4175; appointment within range, depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

NEW JERSEY RED CROSS CHAPTER, ten minutes Times Square, has immediate opening for Home Service Case Worker with professional education and experience. Adequate salary and personnel practices. Send details to 8780 Survey.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENING FOR PROFESSIONALLY QUALIFIED SUPERVISOR IN CHILDREN'S DIVISION (SALARY $3708-$3924) AND CASE WORKERS IN FAMILY AND CHILDREN'S DIVISIONS ($2700-$3924). APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIF.

CASEWORKER—Professional trained worker wanted for Jewish Agency in large eastern city. Present salary range of $2400 to $3400. Starting salary will depend upon qualifications and experience. 8770 Survey.

STUDENT SUPERVISOR in public agency for first year case work students accredited school plus certain agency training duties, $3600. Write Dean, Kent School of Social Work, University of Louisville, Louisville 8, Kentucky.

CASE SUPERVISOR: Male or female. Minimum requirements include MSS from accredited school with previous supervisory experience in agency handling family or children's casework program. Salary up to $4,200. Challenging opportunity. Family & Children's Service, 602 South Cheyenne, Tulsa, Oklahoma.

DIRECTOR

The position of Director of Social Service is vacant at the Springfield Hospital, Springfield 7, Massachusetts, a 285 bed institution.

Only persons qualified to train students of an approved school of social service will be considered.

Apply to Dr. Eugene Walker, Superintendent, for further details.

POSITIONS OPEN IN ALASKA
ALASKA DEPARTMENT OF PUBLIC WELFARE

DISTRICT WORKER

Salary Range: $285.00-$315.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.
Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1yearin a supervisory capacity.

CHILD WELFARE WORKER

Salary Range: $270.00-$300.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.
Experience: 1 year in the past 5 years of social work in child welfare.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 Juneau, Alaska

THE BOOKSHELF

OUT-OF-PRINT and **HARD-TO FIND** books supplied; also genealogies, incomplete sets completed magazine back numbers supplied, etc. **All subjects, all languages.** Send us your list of book-wants—no obligation. We report quickly. Lowest prices. **(We also supply all current books at publishers' prices postpaid.)**

AMERICAN LIBRARY SERVICE
117 West 48th Street Dept. G, New York 19, N. Y.
P.S. We also BUY books and magazines.
Send us your list.

SAVE $2.75. Two Dollar Gift Book, "Getting the Most Out of Life" plus seven months of the Reader's Digest all for only one dollar. Louis Golubovsky, 364E Rockaway Parkway, Brooklyn 12, New York.

PAMPHLETS & PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

ZALAINE HULL Agency
PERSONNEL CONSULTANTS
286 Fifth Avenue **New York 1**
Phone: BRyant 9-6552 **By appointment**

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. PL. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

SITUATIONS WANTED

CASEWORKER, male, undergraduate background in sociology, training New York School of Social Work, two years casework experience, candidate M.A. Vocational Guidance. Part time position New York area. 8789 Survey.

RECREATIONAL TEACHER, crafts, sports, dramatics, housefather, experienced counsellor. Available September. Mature, references. 8785 Survey.

ADMINISTRATIVE position with Jewish organization desired by young man, 27, married. Some experience with group work. Five years previous experience in administration. Excellent references furnished. 8791 Survey.

MAN, 39, M.S.S.W., 14 years experience, private and public field. Two years teaching and supervision School of Social Work. Interested in Consultant position in Child Welfare. Prefer Eastern or Southern states. 8794 Survey.

HOMEWORK desired by young woman, two small children, typing, manuscripts, addressing, colating, complete knowledge of office routine. 8750 Survey.

RATES
Classified Advertising
Display . . . . . 35c per line
Non-display . . . . . 8c per word
Minimum Charge . $1.50 per insertion
Discounts . . 10% on six insertions
CASH WITH ORDER
Survey Midmonthly
112 East 19 Street New York 3

(Continued from page 237)

In the meantime, it is important that groupwork rest upon a sound philosophy, a scientific body of knowledge and the application of skill. "Group Experience and Democratic Values" is written with sensitivity, simplicity, and humility by a practioner and teacher who possesses profound knowledge, rich experience, and great skill in groupwork.

HELEN D. GREEN
Executive Secretary
American Service Institute of
Allegheny County, Pittsburgh

(Continued from page 238)

Crabtree, who is now head of the medical unit of the National Security Resources Board.

L. Merritt Brown, who has been serving as acting chief of the child welfare unit, Minnesota Division of Social Welfare, has been regularly appointed to this position.

Norris E. Dodd has resigned as Under-Secretary of Agriculture to become Director General of the UN Food and Agriculture Organization.

John W. Ballew has been appointed director of the public assistance division, Cook County (Ill.) bureau of public welfare. He served previously with the Missouri State Department of Public Health and Welfare as city welfare director in St. Louis.

Retired

Betsey Libbey will retire as executive director of the Family Society of Philadelphia on October 1, after thirty-five years of service with the society. *Ralph Ormsby,* executive of the Family Service Society of St. Louis County in Clayton, Missouri, succeeds her.

Arthur J. Strawson has retired as executive director of the Massachusetts Tuberculosis League. Long active in the tuberculosis movement, Mr. Strawson was field secretary of the National Tuberculosis Association for fourteen years. [We can gladly claim him as one of the SURVEY family as he represented us in the Middlewest soon after his college days.]

New executive director of the league is *C. W. Kammeier,* who was previously executive secretary of the Iowa Tuberculosis Association.

Charles Zunser has retired as executive director, secretary, and chief counsel of the National Desertion Bureau. *Jacob T. Zukerman,* who has been serving as assistant to the executive director, has been named to succeed him as executive director and chief counsel.

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL JEWISH WELFARE BOARD, 145 East 32nd Street, New York 16, N. Y. Frank L. Weil, President; Joseph H. Cohen, Treasurer; Joseph Rosenzweig, Secretary; S. D. Gershovitz, Executive Director. A national agency serving as National Association of Jewish Community Centers, YMHA'S, etc., and providing welfare, religious and social activities for soldiers and sailors and other members of armed forces. A member of the United Service Organizations.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

Honors

To *Harold D. Meyer,* professor of sociology at the University of North Carolina and director of the North Carolina Recreation Commission, the honorary degree of Doctor of Recreation Science, the first to be granted in America, from Salem College, Salem, W. Va. . . . To *John Gillin,* chairman, department of sociology and anthropology, University of Wisconsin, an award from the Wisconsin Service Association, in part in recognition of "his fifty-three years of . . . effort in behalf of the progress of prisons, probation, and parole." . . . To *Elsie M. Bond,* recently retired as assistant secretary of the State Charities Aid Association in New York, the honorary degree of Doctor of Laws from Skidmore College, Saratoga Springs, N. Y., for her many contributions in the field of social welfare.

To *Dr. L. E. Burney,* state health commissioner in Indiana, the 1948 Good Government Award from the Indiana Junior Chamber of Commerce, for his "courage, initiative and outstanding accomplishment in the field of good government." . . . To *Dr. Charles H. Lerrigo,* executive secretary emeritus of the Kansas Tuberculosis and Health Association, this year's selection for honor at the annual meeting of the Kansas Public Health Association in April for his contribution to public health.

VOL. LXXXIV NO. 8

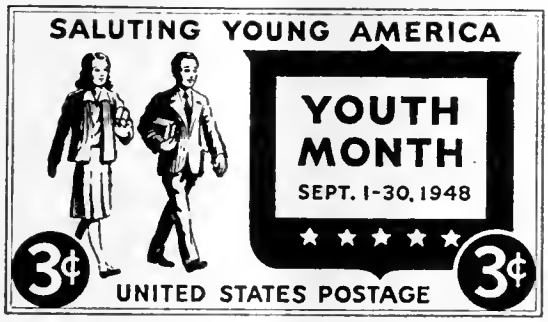
THE SURVEY
MIDMONTHLY

AUGUST 1948

A Vision Come True

With its new security program Great Britain undertakes the *abolition of poverty,* thus bringing reality to the vision of pioneer social workers. The limited knowledge and understanding which American social workers have shown about this revolutionary development, is a strange phenomenon.

An exception to the general rule is John G. Hill of the Community Service Society of New York. He has not only studied official developments but through frequent contacts with informed British and American authorities has acquired insight into the broad social and economic implications of the new program.



This issue contains the first of two articles by Mr. Hill. It describes the elements of the program and also its totality. A second article this fall will discuss the social changes inherent in the program. Every social agency will be effected. The major emphasis of local governments will change. The lives of people will be different as individual family members and also as members of labor or professional groups.

As months go by THE SURVEY Midmonthly and the welfare movement which it serves will devote increasing attention to this most significant welfare development in our time.

Salute to Youth

September is to be Youth Month. Concentration at that time, on the problems of youth is a major objective of the National Conference on Prevention and Control of Juvenile Delinquency. Cooperation has been assured by social work and religious leaders, by three fourths of the governors and by the mayors of most of the larger cities. A special stamp will be issued calling attention to the program.

Local conferences on juvenile delinquency will be held in hundreds of communities. A great deal will be heard about: recreation, sex and social inequalities, housing, juvenile courts, divorce and similar subjects.

Two years ago a pioneer statewide study of the causes of juvenile delinquency was authorized by the Connecticut General Assembly. Reginald Robison who directed the study for Community Surveys, Inc., prepared an article for THE SURVEY Midmonthly sumarizing his findings. Ever since its publication there has been a steady demand for reprints of this article.

As communities plan conferences it seems appropriate to reemphasize the essential finding of the study. Delinquency and child neglect are merely symptoms of some basic *family* difficulty, and in order to trace to their source, the families whose children are in danger of becoming delinquent or neglected it is necessary to follow not one, but several symptomatic clues.

Much of the study is concerned with dispelling common illusions and analyzing family disorganization. It concludes with a five point preventive program which could profitably be considered by any of the September conferences:

1. A skilled diagnosis of each case which gives real understanding of the *whole* family situation.

2. Generalized treatment service able to treat the family's central problem at a preventive level for the more hopeful families, and at a supervisory level for those offering little hope of recovery.

3. In connection with both diagnosis and treatment, special skill in understanding and dealing with the problems of emotionally unstable people.

4. Sufficient resources to deal with a problem which may including a possible 3 percent whose disorganization is of a very serious and chronic nature.

5. Ways and means of reaching out to discover families in early stages of disorganization, when they are much more amenable to constructive treatment.

SO THEY SAY

HOW ABOUT IT?

TO THE EDITOR: The article in the June *Midmonthly,* entitled "Dear Hellard" by Rachel Henry is very excellent and interesting. Sympathy and understanding are felt throughout for the unwanted child. I looked for more. Several of my friends read it and they felt as I did and asked for more.

LEONORA B. REID

Asheville, N. C.

TO THE EDITOR: I have just read the story "Dear Hellard." . . . Rachel Henry must indeed be a person rich in experience and understanding to be able to make so perfect a word picture. I notice that the book from which it is taken is unpublished. I hope that *The Survey Midmonthly* will continue to print stories from it.

LILLIAN REDDING BAILEY

Wilmington, Del.

CARE TO COMMENT?

TO THE EDITOR: I have been thinking for some time about a problem of social workers, and the people who are social workers' clients. I should be very happy to learn more about what other people are thinking of the following issue.

Social workers concentrate on supplying the needs of the client. In many cases this means the material needs and in some the emotional needs for personal and family problems. If one can do this job, the case is termed successful in the real sense of doing something for the client. But in another and equally vital field, I asked myself if this were enough or could ever be sufficient. In so many cases these needs cannot be filled and the operation of the case is marked as failure and closed.

The thought came to me that social workers might do better by themselves and their clients if they could offer a social sense of togetherness of the whole American people working toward some distant though good goal on the national and international plane. I realize that material needs are basic and one cannot think of the United Nations when one has an empty stomach or a crying child who needs food. But on the other hand, will it ever be possible to supply adequately those needs even in our country? And while we are on the way to bettering conditions should we not look beyond and try to carry the client with us?

In order to do this the social worker would have to have some convictions and knowledge of social development and social action. Not too many have. Not very many appreciate the history of the United States. I do not think such an approach would lead to propagandizing or influencing the clients in a questionable way. I see such a program more as one from which the client will gain more than material and strictly personal needs. What more he would gain would be a sense of himself as a participating citizen of the United States. I do not think that such an idea need be fostered by the actual giving to the client lectures or even discussions of social and national concern, but rather for the client to glean from the worker something of a larger social sense outside himself and his needs.

But I time and again think of the boys of the war who fought, suffered and sometimes died without appreciating what the war effort was about, either sordidly or ideally. I recall too the spirit which animated the people on relief and later during the depression years. They had a sense of social development which FDR gave them. Some of this carried on into the war. I remember one proud WPA man who said of his work, "I am a government man." But I remember so many more whose narrow lives and pinched vision of themselves and their fellow-men made them think and act only in terms of getting from others all they could, and not giving. If every client can be made to feel that he has something vital, needed, and worthwhile to give to the development of his town, or city and nation, what kind of a socially conscious citizenry would we have?

Chillicothe, Ohio MAXINE MAREE

TO: OUR READERS
FROM: THE EDITOR

Re: "The Harlem Project," *Survey Midmonthly,* May 1948, page 167.

The grant from the New York Foundation which made this project possible was $127,500 in amount, instead of $12,000 as we erroneously reported it in our news columns.

CONTENTS

Great Britain's New Social Security 243
JOHN G. HILL

Thoughts on Social Planning ... 246
ARTHUR H. KRUSE

Epitomes 248

The Common Welfare 249
Among the States
Mailbag Roundup
Announcements

About People 252

Book Reviews 253

Copyright, 1948, Survey Associates, Inc.
All rights reserved.

THE SURVEY
Midmonthly

Paul Kellogg, *Editor.*
Thomas Devine, *Executive Editor.*
Marion Robinson, *Associate.*

Associate editors: Beulah Amidon, Ann Reed Brenner, Kathryn Close, Cora Emme, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent Bates; *Washington correspondent,* Nora Piore.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Business manager, Walter F. Grueninger; *Circulation manager,* Rosamond Lee; *Advertising manager,* Edwin F. O'Halloran; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.

A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors

Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretary,* Ann Reed Brenner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B Scandrett, Jr., Lowell Shumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus, Biography Index.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Joint subscription, both magazines—Year $6; Canadian and foreign, $7.

Great Britain's New Social Security

John G. Hill
Community Service Society of New York

On last July 5, five new social security measures took effect in Great Britain, which, together with the Family Allowances Act in force since 1946, place the British social security system in a position of world leadership. These laws are: the National Insurance Act, the National Insurance (Industrial Injuries) Act, the National Health Service Act, the Children Act and the National Assistance Act.

These acts carry out the social insurances and services recommendations of the famous Beveridge Report of 1942. All previous services of the country are now reorganized, unified and vastly extended to bring every man, woman and child under a comprehensive scheme to provide against all major economic contingencies of modern life.

For convenience, this article translates English money into the equivalent in American money, but this does not give a fair picture. Wages and prices in England are much lower than here; prices of basic commodities are kept low by heavy government subsidies and relatively successful price controls. The average workman's wage is approximately between £5 and £6 ($20 and $24) weekly. As an example of prices, a working man's dwelling consisting of three bedrooms, a living room and a kitchen may be had for about 10 shillings ($2) per week.

Family Allowances

The Family Allowances Act has been in effect since August, 1946. Its aim is to lessen the economic burden of parenthood by providing from the general tax revenues a cash weekly allowance of $1 to a mother for each of her children after the first who is under fifteen or if still at school or apprenticed, until July 31, following his sixteenth birthday. Families with a single child do not benefit under this act but all those with additional children of the prescribed age receive allowances, regardless of need and without paying contributions.

The National Insurance Act is the most important of the new laws which took effect on July 5. It has been called the core of the new system and provides for cash payments to offset loss of income due to unemployment, sickness, maternity, old age and death. These risks have long been insured in Great Britain but the coverage has now been greatly expanded and the benefits substantially increased.

For social insurance purposes, the entire population of working age, sixteen to sixty-five for men, to sixty for women, is divided into three groups: persons employed by others; the self-employed; those not gainfully employed. A single flat weekly contribution covers all compulsory payments under the entire system.* The amount of the contribution varies with each of these groups and, within the groups, according to sex and age. The unemployed wife of an insured man is covered by virtue of his contribution as are an insured man's children.

Collection

Contributions are collected by the purchase of special stamps which are affixed to a contribution card. Employed persons have their contributions deducted from wages and to these sums the employer also contributes. The government adds a supplementary amount.

An employed man over eighteen pays a weekly sum of 98 cents, which includes his contribution under both the National Insurance Act and the National Insurance (Industrial Injuries) Act, which replaces the Workmen's Compensation Act. To this amount his employer adds 83 cents and the government 42 cents, making a total contribution of $2.23. The total weekly contribution for an adult employed woman —divided similarly among herself, her employer and the government — is $1.73. Total contributions for the self-employed and those not gainfully employed are less, but the proportionate share they themselves contribute is higher since there is no contribution from an employer.

National Insurance

The National Insurance scheme provides unemployment and sickness benefits, retirement pensions, maternity and widow's benefits, guardian's allowances and death grants. Persons normally self-employed are excluded from unemployment benefits while those who do not normally work are excluded from benefits for loss of income because of unemployment and sickness. Benefits continue for as long as interruptions to income persist. The normal limit of unemployment benefits is 180 days but with the possibility of extension to as much as a year on the basis of the contributions and benefits record of the claimant. Beyond this, local tribunals, taking into account industrial conditions in the locality, may recommend indefinite extension. These tribunals are expressly prohibited from inquiring into the means of beneficiaries. Sickness benefits, after three years of paid contributions, continue for the entire period of incapacity. Maternity allowances for employed women are for thirteen weeks to enable the mother to give up work during this interval. Widow's allowances are for a similar period unless circumstances prevent her self-support, in which case special rates are provided for extended periods. All benefits for children continue until the child attains working age, now sixteen. Retirement pensions are, of course, for life.

Rates of benefit vary only with sex

*The only two acts under the new system which require contributions from insured persons are the National Insurance Act and the National Insurance (Industrial Injuries) Act. Also, the National Health Service Act provides for allocation of 17 cents, and 13 cents respectively, from the weekly contributions of adult employed men and women. This provides $128,000,000 yearly, toward cost of the Health Service; but employment is not a requirement for benefits under the Health Service.

and age. The standard weekly adult rate of unemployment, sickness, retirement, benefits and payments to widows unable to support themselves is $5.20, plus $3.20 for an adult dependent and $1.50 for the first or only child under working age. There are no benefits for additional children since allowances are regularly made for them under the Family Allowances scheme, regardless of the circumstances of the wage earner.

There are special benefits for certain specified circumstances and purposes. Guardian's allowances for the guardian of an orphaned child, one of whose parents was insured are $2.40 weekly. Maternity allowances for employed women for the period of absence from work are $7.20 per week; non-working women receive a weekly attendant's allowance of $4 for four weeks following confinement. For thirteen weeks following loss of her husband, a widow also receives $7.20 weekly after which the benefit drops to the standard rate if she is incapable of self-support. If she is able to work, her status after the thirteen week period becomes that of an unemployed person with the possibility of a retraining allowance if that is indicated, or of assistance benefits, if necessary during the time prior to securing employment. In order to induce old persons who have reached the retirement age to remain at work, retirement pensions are increased for each additional year of employment beyond retirement age until they reach the maximum of $7.20 per week for a man of seventy or woman of sixty-five, and $12.40 for a retired couple.

Some benefits are lump sum payments. These include a maternity grant of $16 in addition to maternity allowances, and a death grant to help meet funeral expenses of $24 to $80, depending on age, of an insured person or one of his dependents.

Industrial Injuries

Workmen's compensation in Britain began with the Act of 1897 which was supplemented and expanded in 1906 and 1923. These laws held the employer liable for compensation for industrial injuries of employes. There was no public administration to insure equitable and economical settlement of claims and disabled workmen were left to enforce their legal rights through agreement with the employer or by arbitration proceedings.

The National Insurance (Industrial Injuries) Act completely changes this system. Benefits for industrial injury or disability become a government responsibility within the general social insurance scheme. Adult male employes contribute 7 cents and female employes 5 cents, in their weekly social insurance contribution; the employer matches this amount and the government also contributes. A benefit of $9 weekly is paid injured adult workers for absence from work up to twenty-six weeks. Following this period a benefit is paid if disability continues. Rates of benefit are fixed and, in order to induce injured workers to overcome their disabilities, are related to the degree of disability rather than to loss of earning capacity as previously. This permits full payment of benefit regardless of how much the disabled person may subsequently earn. As under National Insurance, allowances are made for a dependent wife and the first child. Free medical care is available under the National Health Service. Industrial Injuries Insurance does not cover the self-employed nor those not gainfully employed.

Health Insurance

The National Health Insurance program which has been in force in Britain since 1911, provided limited benefits and these only to employed persons. The new National Health Service Act extends the coverage to the entire population irrespective of income, social insurance status or any other qualification. Medical services are free and comprehensive. They embrace general practitioner and specialist services, dental and optical care; general and special hospital treatment, including mental hospitals; maternity provision; home-nursing and even domestic help when needed on medical grounds. Spectacles, dentures and other medical appliances and drugs are free of charge.

Patients may use the new public service or private services at their own expense. Those using the public service are free to select their own doctor, or to change their doctor, from among those participating in the scheme. Doctors who choose to enter the service may do so either on a full or a part time basis. As with doctors in private practice, they may accept or refuse patients who apply for regular care. The ordinary doctor-patient relationship remains unchanged in the new scheme except that remuneration of the doctor now comes from public funds.

The universal coverage and comprehensive nature of the program entailed profound organizational and administrative changes in the medical services of the country. These services are now incorporated into three main branches: the hospital and specialist services, administered on a regional basis; the general medical, dental and ophthalmic services, administered under a combined central and local authority; and the local health center and ancillary services, by local health authorities. Over-all responsibility rests with the Minister of Health. All local public and voluntary hospitals have been taken over by the central government.

Participating doctors will be free to choose their own method of remuneration: either a fixed annual sum of $1,200 plus capitation fees (flat sums for each patient on the doctor's list) or entire payment by capitation fees at higher rates. Special rates will be paid in unattractive or rural areas to induce doctors to take up their practices there.

To help achieve an equitable distribution of doctors throughout the country, general practitioners entering the public service in the future will be prohibited from practicing in areas considered to be adequately staffed.

In view of the popular misconception that the British medical profession opposed a national health service, it should be noted here that the profession has long advocated similar plans. The widely publicized dispute between the British Medical Association and the Minister of Health concerned the terms under which the doctors would serve, not the desirability of a free, comprehensive service open to all.

Child Welfare

The Children Act is designed to promote the welfare of children who must be cared for outside their own homes. The act was a direct result of the 1947 report of the Curtis Committee, which investigated the conditions of children living away from their natural homes. It provides that homeless children under seventeen become the charges of the local county and county borough councils who are accountable to the Home Secretary for the proper discharge of these responsibilities. Children may be placed in foster homes or, when this is not possible, in local public or voluntary institutions.

Selection and supervision of foster homes are responsibilities of local authorities. Institutional homes must be licensed by the Home Secretary.

The National Assistance Act completes the structure of the new British

social security system. It represents the final and complete abolition of the 350 year old Elizabethan Poor Law and substitutes a system of cash grants and services based on modern standards of social welfare. Provision is made for payments to those whose needs are not met, or not completely met, by the insurance measures and for special services to the aged, the infirm and the handicapped.

Cash Assistance

Payments of cash benefits now become the function of the central government rather than the localities. Disbursements are handled by the National Assistance Board, which was formerly responsible for unemployment assistance and supplementary pensions. Regulations prescribe the methods of assessing the resources, needs and benefit allowances of applicants, with room for discretion in individual cases. The needs and resources of a husband and wife living together are to be considered jointly although the old household means test has been abolished. Where there are other adult members in the applicant's household, it is merely required that they contribute their proportionate share to household expenditures. Legal responsibility of parents to support their children ceases when the child reaches sixteen. Children are no longer legally bound to support parents. In computing an applicant's resources certain forms of income and other assets are to be ignored in whole or in part, as, for example, savings of less than $200 or the first $4 a week of a disability pension. The forfeiture of citizenship rights under the old Poor Law has been eliminated.

Local authorities, with some financial assistance from the Exchequer, must provide residential accommodations in homes or hostels together with such supplies or personal care as may be needed by the aged, infirm or handicapped persons. They are also responsible for temporary care for others in need. Homes or hostels will be open to all. Each locality will establish a scale of fixed charges for those who can afford to pay, although services must be provided at $4.20 per week in order that those with the ordinary pension of $5.20 will have $1 a week pocket money. The Assistance Board will make up the deficit for those with less than the minimum $5.20. Local authorities are also responsible for special services for the blind, deaf, crippled and others who may require special training, provision of workshops, living accommodation and recreational facilities. Voluntary homes for the aged and handicapped will continue to be used as formerly but must now be licensed by the local authorities who may contribute to their cost and who are responsible for seeing that they are properly operated.

Improved Administration

Administration has been vastly simplified and improved over that which developed as piecemeal services grew up. The Ministry of National Insurance, created by Parliament in 1944 has the central responsibility for all cash payments under Family Allowances, National Insurance, Industrial Injuries Insurance and National Assistance. The Ministry of Health is responsible for the National Health Services and for the supervision of the local authorities' obligations for services under the National Assistance program. The Home Office is charged with administration of the Children Act. Local initiative is encouraged either by the local county or county borough councils or by special local executive or advisory bodies.

The British Information Services gives the following summary of the estimated costs of the new program:

> The cost of the whole scheme is estimated for the year 1948-49, at £850 million ($3,400,000,000), of which half falls on the central Exchequer, rather less on the Social Insurance Fund which replaced the old Unemployment Insurance and Health Insurance Funds, and but £10 million ($40,000,000) on the local authorities though this last item will increase considerably as their functions under the Children and National Assistance Acts are extended. Of the total sum, £600 million ($2,400,000,000) is for social insurance benefits (including industrial injuries), £150 million ($600,000,000) for the Health Services, £60 million ($240,000,000) for Family Allowances and £40 million ($160,000,000) for National Assistance. The cost is expected to rise steeply as more people qualify for retirement pensions, and in thirty years' time social insurance alone is estimated to cost over £900 million ($3,600,000,000). Most of the increased cost will fall on the Government, but there is a provision for a small increase in insurance contributions.

While these costs form about 10 percent of the nation's current income, certain facts must be borne in mind. First of all, the whole cost is not a net increase for social insurance since expenditures for previous programs replaced by the new system have been terminated.

Next, as with all social insurance the cost represents in the main a redistribution rather than a diminution of money income. Finally, it must be remembered that all the benefits of the program will not be as apparent during the present period of full employment and high family income as during periods of lower economic activity. Some of the indirect benefits will not be fully realized for a generation, such as, the prevention of illness and physical disability under the Health Service and the improvement in the health and vitality of the citizens of the future as a result of Family Allowances.

Freedom from Want

With this program Britain strides forward with resolute determination to banish poverty from the country and, even in the face of her present economic plight, to give concrete meaning to her promise of "freedom from want." It is a clear demonstration of her conviction that on the welfare of each of her citizens rests the welfare of the country as a whole. While even its most ardent proponents do not claim that the new system is perfect or all allowances adequate, and while much must await experience and experiment, the new development is the most significant in modern British social history. It will exert profound effects on the life of the country as a whole, on the day-to-day lives of its citizens, on the development and—at least on the local level—on the concept and structure of government, on industry and labor-management relations, and on the course of public *and* private social welfare.

If you have built castles in the air, your work need not be lost; that is where they should be. Now put foundations under them.
—Henry David Thoreau.

Thoughts on Social Planning

ARTHUR H. KRUSE

Executive Secretary, Council of Social Agencies, Akron, Ohio

Social planning is a scientific method by which a community finds and applies better solutions for the problems of people. These solutions take form in community services of organizations generally included in the fields of health, social welfare, recreation, and education.

We sometimes confuse methods with objectives and talk, for instance, of the determination of human needs as if that were our aim. Social planning attains its objectives only when agency A or agencies A, B, C in combination provide the service which enables the Doe family to solve its problems. To this end planning is directly concerned with:

The kind and amount of facilities and services that the community needs.

The personnel to carry out these services.

The money needed to support the program.

It is possible to discuss only some of the problems which these aspects present to the social planner, and to make a few observations.

Services

How much and, broadly defined, what kinds of services does the community need, to provide citizens with a more satisfying life and to prevent breakdown in individual adjustment and family responsibility? To keep planning focused on this central question calls for a high caliber of leadership. But at present many factors distort the focus. We lack terms and criteria with which to discuss or measure service by broad areas. Increased help is needed from Community Chests and Councils of America and the national functional agencies in pulling together the experimental studies and other material from all over the nation. The "Community Blueprint" study which Bradley Buell is conducting for Community Surveys, Inc., may provide an invaluable guide.

Greater specialization of all fields and the increasing influence of national agencies on local affiliates, complicate the job and distract attention from the central problem. These explain, at least in part, why social planners have been more concerned with the peripheral clashings of agency functions than with the core of those functions; why the problems of inter-agency function and inter-agency coordination have not been subordinated to a community-focused search for solutions.

Inherent difficulties need not delay our beginning to raise our sights and to bring professionals and citizens together around a few salient needs and the solutions to those needs in terms broader than agency functions.

Broad Approach

This means defining first the quantity and kinds of services needed and then exploring the extent to which changes in agency functions, personnel, and finance are necessary to get the job done. The following is a possible broad approach to needs and services:

1. A program of individual education and reeducation concerned with more adequately preparing persons for family life and for times when difficulties arise; a broad community use of the skills of casework, psychiatry, psychology, groupwork, and education in solving problems of family living.

2. A program of child welfare prepared to meet the needs of children at the point at which the family is not available as the vehicle to work through.

3. Adequate protection against economic insecurity accompanied by sufficient social help to enable individuals to make a maximum use of individual and environmental resources.

4. Resources available to individuals in all age ranges for the early discovery and treatment of those problems of emotional and social adjustment requiring intensive help of the kind available in child guidance clinics, psychiatric out-patient departments, and receiving hospitals; and specialized institutional care for problem children and for maladjusted adults.

5. A sufficient volume and variety of informal educational and recreational services available particularly to the youth of the community under twenty-five, and the proper distribution and use of these services in terms of age coverage, geographical distribution, and levels and kinds of participation;

6. Health resources sufficient to meet the health needs and physical rehabilitation needs of everyone.

Thus as a part of any approach to the coordination of agencies and the establishment of inter-agency agreements is the job of setting goals for areas of work. To illustrate, in Akron we have just completed on IBM cards a study of the participation in one year of 35,000 individuals under twenty-one in the programs of ten groupwork and recreational agencies. Out of this study have come answers to important questions with respect to the total number of children served, by whom served, how often served, and by what kind of program; differences in participation among various age groups, different geographical areas, as between male and female, and as between white and Negro. These findings provide a larger concept of community needs, and what is required to meet those needs, against which agencies may explore who is going to do what. *How do we know who should do what until we know what the what is?*

Personnel

If what has been said implies that planning is an executive function, this has been unintentional. An important skill of any practitioner in the field is that of making social planning a truly cooperative effort. This is one reason for devoting increased attention to the qualifications of the professional staffs of agencies which participate in planning. Another reason is the need to have available expertness that is

capable of carrying out the programs planned.

Personnel not only determines the manner in which we carry out *present* community programs; personnel also determines the *future* of these activities.

Vision in future planning is limited by the skills of the personnel manning the agencies of the community. A program which advances the prevention of human breakdown and provides more effective and rapid treatment when breakdown occurs, is determined in the first instance by the availability of knowledge and skill for accomplishing these objectives.

We can, unfortunately, only dimly see the extent to which the limitations of social planning are harnessed to the limitations of the social and allied sciences, and to the present application of this knowledge to human problems by professional personnel. Recognition of the extent to which this is true requires a considerable revision of our interest in the problem of personnel.

Have we in community organization held sufficient convictions about qualified personnel? Have we faced the spending of sufficient money on social research and education? Should we give a different priority in local planning to personnel standards and policies in cooperation with the AASW and the AASSW? We presume to give leadership in social planning in areas in which much of the personnel is better equipped than we are. Are we sufficiently secure in our own professional competence in the field of community organization to seek vigorously to expand the technical competence of the family welfare worker, child welfare worker, groupworker, psychologist, psychiatrist, and other personnel whose knowledge and skills determine in large measure the objectives for which we help to plan?

A Personal Platform

If so, should we not adopt a personnel platform for social planning? This might include: (1) the development of greater emphasis on personnel standards and policies as a part of the social planning process; (2) greater cooperation by planning organizations, local, state, and national, with professional societies and graduate schools in the education of persons for the functional fields, including increased financial assistance for education and an increased place in our programs for the education of students; (3) the kind of relationship between planning staff and agency staff which provides for greater consultation and joint planning on personnel matters; (4) the development of processes for a more vigorous attack upon executive and staff inadequacies in agencies which fall below a minimum standard of professional competence necessary to meet the needs of the community.

Money

Relating the results of social planning to the financing of health and welfare services is a major problem for social planning. Regardless of the structural relationships of the social planning effort to the budgeting of chest agencies, proper channels should be available for bringing the results of social planning to bear on the adequacy of community financing of services and the more specific agency allocations of these funds. Many communities provide for joint participation of council and chest representatives in the budget machinery which is usually housed in the chest organization. In some places the social planning effort floats around the outside of the budgeting process looking for an occasional opening into which it may dart. A tremendous waste of effort takes place if the thinking and recommendations growing out of social planning are not pointedly and definitely related to the budgeting process.

Increasingly complex are the relationships of the community social planning organization to the many voluntary fund raising campaigns outside of the chest. The isolationism of certain agencies engaged in independent fund raising tends to make difficult their full participation in the agency budgeting aspects of the total social planning effort. Nevertheless, a vital community planning effort is sure to touch public opinion in general and the board members of these agencies in such a manner that a considerable contribution can be made to the soundness of their program planning and budget requirements.

During the past year staff members of the Akron Council of Social Agencies have appeared before the boards of three major independent fund raising organizations and have been consulted regularly by the executives about matters affecting the use of money. These agencies have also participated in planning discussions which involved their use of funds. Sincere, positive interest in these agencies, rather than a negative point of view, is the only basis for drawing these agencies into cooperative planning for the total amount of money raised in the community.

The influence which social planning bodies have on public programs varies from community to community, depending in large measure on the degree of participation in the planning process by officials who determine policy. Rarely, however, does the influence extend to the more intimate aspects of public budgets.

To some extent, this represents failure of social planners to take advantage of opportunities. Budgets of public agencies are by their very nature public documents—invariably approved after public hearings. Councils could greatly enhance their influence by giving proper priority to public programs in staff time and agenda planning; adequate discussion of public budgets; well considered and documented recommendations to appropriating bodies; leadership in arousing community demands for adequate public funds for public programs.

It may be that the sound relationship of planning councils to the budgeting process should be the same for all community agencies—public, chest, and non-chest private. This would include: detailed study and discussion, availability to public of private appropriating bodies for consultation or special studies, well supported recommendations, and community interpretation.

Planning's Stepchild

Research is the stepchild of social planning. If too few funds are spent on social planning, even less is spent on operational research and practically nothing for experimental or basic research.

We not only have insufficient facts, but we often fail to make proper use of the ones we do have. Too much social planning activity is merely a shuffling of papers and committees because of the lack of basic data for discussion, data which help to clarify issues as well as raise them. The constant pressure of current and immediate problems prevents staff from devoting time to an adequate analysis of each matter as it arises. Let us agree that a major need in social planning organizations is to increase tenfold the amount of money devoted specifically to research in the basic social welfare problems of the community, in the analysis of the results of present service efforts, and the planning of long

(Continued on page 256)

EPITOMES

AMERICAN JOURNAL OF
PUBLIC HEALTH
and THE NATION'S HEALTH

The Social Worker and the Public Health Nurse

A commonly accepted definition of public health [includes] "the development of the social machinery which will ensure to every individual in the community a standard of living adequate to the maintenance of health." The editor asked two friends to try their hand at a definition of public welfare. [Their definition states in part that] "public welfare is advanced through social and health services."

The reader will note that public health theoretically annexes the whole field of social welfare. On the other hand, social welfare takes possession of the field of public health. Both these contentions are sound; and they indicate the need for mutual understanding between two closely related and overlapping professions.

Ideally, there should be available for any given area a district field worker of each of these two types. There is general acceptance of the standard of one public health nurse for every 2,000 people. More than fifteen years ago, a public health surveyor had the temerity to suggest that at least one generalized social worker should be provided for every 10,000 persons in the population. If some goal of this sort could be set, it would clarify planning in the wide borderland of health and welfare.

Even, however, if we agree on the desirability of providing for the homes of every area a local field worker in public health nursing and a local field worker in public welfare, we should be only at the threshold of our jurisdictional possibilities. Nearly all health and most social problems involve emotional stresses; and the psychiatric social worker comes into the picture. In many localities there may be other specialists. It is uneconomical and ineffective to have five or six different experts visiting the home.

There might be a real gain in a program under which there were two, and only two, workers for home visiting, the district nurse and the district social worker, both with some training in mental hygiene—cooperating with each other and relying on the specialist to supplement their less intensive skills. Perhaps this is a Utopian dream. Possibly it may be a problem which the American Public Welfare Association and the American Public Health Association might study to advantage through a joint committee.—*American Journal of Public Health, August.*

HIGHLIGHTS

What Is an Educational Committee?

John Aseltine

For the past three years the Educational Committee of the Family Service Association of San Diego has played an important role in our community life. The function of this committee is to coordinate unofficially the public and private programs of family life education in San Diego. In addition the committee guides the agency's own educational program.

There are thirty-five committee members. The chairman, vice-chairman, and five others are family agency board members. The committee [includes]: adult education directors of family life and Americanization, city and state board of education members, high school principal, state college sociology and psychology professors, two junior and two senior high school students and two college students, community leaders from the Federal Housing Authority, Social Hygiene Association, PTA, and others.

Each September this committee meets and each group represented outlines plans for family life education for the coming year. Monthly meetings are held during the year and all groups cooperate in the community-wide celebration of National Family Week in May by holding the Parent-Youth Conference primarily sponsored by the Family Service, PTA, city and county schools, state college, and council of churches.

I would like to suggest that all communities considering the possibility of a family life education program might make a start in this direction by forming an educational committee.—*Highlights, July.*

RECREATION

Families at Play

John S. Nagy

Sociologists tell us the American family is breaking up. Whether the alarms are warranted or not, there is no question of the difficulties faced in trying to preserve the best values of old-time family life. It is unfortunate that even the hours of leisure and play too often prove just another wedge to drive families apart. Father goes off to the golf links, the children their separate ways in search of playground pleasure or other recreation, and mother in still another direction.

Is it possible to change the pattern? We in Cleveland decided that the situation warranted some experimenting. We approached it in some cases by subtly encouraging family groups to participate in our regularly scheduled activities, among them arts and crafts and dancing. Then we began, cautiously, to set up family night programs at our recreation centers. A city pool would be set aside once a week. A period in the gymnasium would be reserved for family groups. Boys and girls would be urged to bring their parents to a clay modelling or woodworking class. We have had to limit the size of groups at some centers because we could not handle all those who wanted to take part.

We still aren't sure what the results prove or what their permanent value may be. But we feel confident we are on the right track. The results encourage us to plan for expansion of this type of programing next fall. We are helping family and neighborhood groups to learn all over again how to recreate together and enjoy fuller lives. If in the process we help to ease some tensions, perhaps save some families from being washed out of existence, those will be extra dividends to society.—*Recreation, August.*

THE COMMON WELFARE

Among the States

Health

The *Arizona* legislature has passed a measure providing for reorganization of the state public health department.

In *Virginia,* the legislature appropriated $2,500,000 for direct aid to localities for the construction of hospitals and health centers.

A new law in *Mississippi* authorizes the establishment of health centers or health departments in the various municipalities of the state.

This legislature also appropriated funds to assist in carrying out a coordinated state-wide program of school health and nutrition services in which the Rockefeller Foundation and the State General Education Board are cooperating. An appropriation of $300,000 was made for the state program to control venereal disease.

New legislation in *Missouri* authorizes counties of the first class to levy taxes for the purpose of operating or maintaining public health centers or institutions.

A new measure in *Rhode Island* provides for the licensing, regulation and inspection of homes for the aged or convalescent.

In *New York,* public welfare commissioners are now authorized to open public homes or farms to people able to pay for their care. However, the indigent are to have first claim on available space.

Margerine

New legislation in *Massachusetts* and *New Jersey* lifts the ban on the sale of yellow margerine.

A measure in *New York* waives until July 1, 1949, the prohibition against the use of butter substitutes in public institutions. Approving this law, the New York Times points out that "the bill did not go far enough. Outright repeal would have been the proper course." The editorial goes on to say that "the battle to free margerine from unfair and discriminatory restrictions . . . is still far from won. Only Congress can rectify that injustice which burdens most of all those who can least afford to buy butter at present prices and which adds to the labor of busy housewives who now have to color margerine in their kitchens."

Nursing

A new law in *Mississippi* authorizes the Mississippi Commission on Hospital Care to draw up plans for building and equipping schools of nursing at strategic points throughout the state.

Another new measure in this state authorizes the establishment of forty scholarships for the advanced study of nursing. Recipients of these scholarships, which have a value of not more than $3,000 each, must agree to practice nursing in the state for a period of time equivalent to that of the scholarship.

A new law in *Virginia* authorizes the governing boards of the Medical College of Virginia and the University of Virginia to establish thirty-five nurses' scholarships of the annual value of $100 each.

In *Rhode Island*, a measure regulating the practice of practical nursing has been enacted.

Prepaid Medical Service

Mississippi has passed an enabling act for the organization and operation of non-profit hospital, medical and surgical service corporations.

A new law in *South Carolina* covers the chartering and method of organization and operation of nonprofit corporations providing medical service to subscribers.

A resolution adopted in *Virginia* directs the Advisory Legislative Council to study the methods and practices of organizations furnishing medical and hospital service on a prepayment plan.

Medical Scholarships

A new law in *South Carolina* sets up eight medical scholarships at the Medical College of the State of South Carolina. Recipients of these scholarships, which have a value of $75 a month plus tuition, must agree to practice in a designated rural community of the state for a length of time equivalent to that of the scholarship.

The *Mississippi* legislature appropriated $510,000 to the state medical education board to carry out its program of medical loans and scholarships.

Mental Health

In *Rhode Island,* a new measure provides for the extension and strengthening of the state's mental hygiene services, and designates the State Department of Social Welfare as the agency to cooperate with the federal government in this program.

The *South Carolina* legislature set up a special committee to study the feasibility of establishing an institution for the observation and treatment of chronic alcoholics.

Children

The *Missouri* legislature passed several measures implementing recommendations of the excellent report submitted last year by the Children's Code Commission of this state.

One measure revises adoptive requirements. It requires that an authorized agency must investigate every adoption case before a decree of adoption can be entered. The investigation may be made by the State Department of Public Health and Welfare, private child placing agencies, juvenile court officers, or a suitable person designated by the courts. The measure also provides that a child must be in the lawful custody of the adoptive parents for at least nine months before an adoptive decree can be entered.

Revision of the adoptive law was one of the most controversial issues of the 1947 session, and credit for successful passage of this measure is largely due to the fine work of the Missouri Association for Social Welfare in securing agreement among interested groups as to its provisions.

Another new measure follows closely the uniform vital statistics act. An important feature is a provision which allows birth certificates to be changed

at the time a child is legally adopted, thus safeguarding the knowledge of illegitimacy.

A law dealing with the education of exceptional children constitutes definite progress in the education of the handicapped, according to *Building a Better State,* published by the Missouri Association for Social Welfare. It makes provision for state aid to the handicapped on a per pupil basis and within the child's home community whenever possible.

In *New York,* bills which would have forbidden the acceptance of fees for the placement of children and required registration of child placement made by other than an authorized agency, failed of passage.

Of many bills for state aid to day care centers, only one, providing funds for the day care program in migrant labor camps, was passed.

Child Labor Laws

Three states passed legislation designed to throw greater safeguards around children in industry, continuing the 1947 trend, when similar measures were enacted in eight states.

A new law in *Kentucky* establishes a minimum age of sixteen for work during school hours; fourteen for work outside school hours; and eighteen for hazardous occupations. It establishes a forty-hour week for minors under eighteen.

Virginia established a minimum age of sixteen for work during school hours, and a forty hour week for minors under eighteen. Exempt from the provisions of the new law is domestic work in a child's own home for his parents, and work outside of school hours on farms, orchards or gardens, with parental consent.

A new measure in *New York* prohibits the employment of minors under eighteen in plants using silicon carbide.

Cerebral Palsy

In *Mississippi,* $130,000 was appropriated for the education and treatment of children with cerebral palsy. The program will be carried out by the Mississippi Crippled Children's Service under the supervision of the State Board of Education.

The *New York* legislature failed to take any action on the report of the joint legislative committee set up in 1946 to study the problem of cerebral palsy, which recommended a long range, state-aided program for the care of cerebral palsied children. Instead, the legislature continued the committee, with an appropriation of $35,000.

The committee in its careful report had recommended: the establishment of seven centers for diagnosis and evaluation; a state hospital for severely handicapped, educable children; a training center for teachers of handicapped children; the training of medical and other personnel acutely needed for the care of cerebral palsied children; assumption by the state of extra expense involved in educating handicapped children; and the development of a plan to discover all children with orthopedic handicaps. There are an estimated 10,000 cerebral palsied children in the state, but only 6,000 of them are known to the authorities.

Mailbag Roundup

A pamphlet, *Alaska,* from the Alaska Department of Public Welfare sets forth the opportunities and challenges of social work in this Territory, now, in the transition period between pioneer life and statehood. The department which administers the territorial programs of general relief and juvenile code and the federal programs of OAA, ADC and child welfare for four sevenths of the population (services to Indians, Eskimos and Aleuts are provided through the Alaska Native Service of the U. S. Office of Indian Affairs) is in need of trained personnel to extend welfare services to its outlying areas.

Necessary qualifications for service in this Territory, which has about 100,000 people scattered over 560,000 square miles, include: physical health, resourcefulness, adaptability, and interest in helping to develop satisfactory social services in a pioneer area. The pamphlet outlines job classifications for director of social service, child welfare consultant, district worker, senior caseworker and child welfare worker. The salary range for the first job is $370 to $430, and for the last $260 to $290. However, increases are anticipated. This pamphlet and further information may be secured by writing the department, P. O. Box 1781, Juneau, Alaska. — *Information furnished by* SURVEY *correspondent Alice Brandebury, Alaska Department of Public Welfare.*

From Florida

The Florida Food Handlers School has certified more than 6,000 food handlers for successful completion of its training course, during the first seven months of operation. The course, presented by the Florida State Board of Health, in cooperation with the State Hotel Commission and the Florida Restaurant Association, was made available in twenty cities throughout the state. More than 20,000 food handlers attended the sessions.

Excellent results are reported from a joint drive against tuberculosis started nine months ago by the Florida Tuberculosis and Health Association, Florida Tuberculosis Board and the State Board of Health. More than 300,000 people were X-rayed during the period from October 1947 to last June, as compared with about half that number during the first nine months of last year.—*Information furnished by Elizabeth Reed, R. N., Florida State Board of Health.*

From California

Two California counties have applied for and received licenses form the State Department of Social Welfare empowering their county welfare departments to handle child placements, thus making available additional adoptive services. Licensing of county agencies as "County Adoptive Agencies" is authorized under a 1947 law which provides that such agencies may investigate, accept, and report to the courts on petitions to adopt children, accept relinquishments from parents, and handle placements. The cost of this county service is met by the state. A third California county has made application for license, and several others are working on plans to set up this service.

These county agencies must meet the standards of the state department, which since 1927 has had responsibility for licensing all adoption agencies in the state, as well as for investigating all petitions for the adoption of children placed independently.

The law is based on a study by an adoption survey committee, completed in 1946. It was found that independent placements of children had increased markedly during the war years, while the number of children placed by licensed agencies had remained stationary. The new program is expected to

reduce the number of independnt placements. — *From* SURVEY *correspondent Harry B. White, California Department of Social Welfare.*

From Virginia

Colonel Richard W. Copeland, chairman of the Virginia State Parole Board, has been named acting director of the new Department of Welfare and Institutions, created by the Virginia legislature this year. (See THE SURVEY Midmonthly, May 1948, page 169.) Arthur W. James will head the public welfare program as director of the division of public welfare.

As provided in the new measure, Governor Tuck has also appointed a six-member State Board of Welfare and Institutions to work with the acting director in an advisory and policy-forming capacity. The board includes: M. W. Armistead, III, former Secretary of the Commonwealth; John J. Wicker, Jr., former state senator of Richmond; and Mary F. R. Hartz, corresponding secretary of the Virginia Federation of Women's Clubs.

Three members of the old State Board of Public Welfare have been named to serve as an advisory committee for public welfare. They are: State Senator Charles R. Fenwick; the Reverend J. J. Scherer, Jr., of Richmond; and Ernest N. Townes of Petersburg. The committee will advise the department in public welfare matters, and is also authorized, when requested, to conduct investigations and make recommendations to the director and board.—*From* SURVEY *correspondent Constance S. Gamble, Virginia Department of Welfare and Institutions.*

From Michigan

The Second Annual Michigan Rural Health Conference, to be held at Michigan State College, September 16-17, will set a pattern for similar action throughout the nation, in the opinion of Dr. H. B. Zemmer, chairman of the conference. Following up on the program of last year's meeting which directed public attention toward possible steps for solving problems of limited hospital and medical facilities in rural parts of the state, the conference will deal with "rural child health care, community planning for health, and professional medical, nursing, and health care as it applies to rural areas," Dr. Zemmer has announced.

On July 1, a state-wide pasteurization law went into effect in this state, the first such law in the country. It provides for the pasteurization of all milk and milk products offered for sale, with the exception of milk sold at the farm where it is produced. However, the law has loopholes. A community may by referendum vote remove itself from the protection of the law. And several communities have taken advantage of this clause.

As part of a state-wide tuberculosis case-finding program, the department's five mobile chest G-ray units are touring twenty-nine county and state fairs this summer, to offer free X-ray service.

The department is also helping to organize community programs to control rabies which now infects animals in twenty counties. Local rabies control committees are being set up in the thirty-four southern counties lying in the danger area. These committees will secure wider vaccination of animals, provide for rounding up strays, and inform the public about the seriousness of the epidemic which has already caused one death.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

Wide World Photo

Sophonisba P. Breckenridge

Social work lost one of its best loved pioneers on July 30 when Sophonisba P. Breckenridge died in her home in Chicago at the age of 82. For more than fifty years Miss Breckenridge has been a moving spirit, not only in Chicago, but in the nation, in the advancement of social legislation and of social work education. As dean of the old Chicago School of Civics and Philanthropy she was instrumental in getting the school incorporated in 1920 into the University of Chicago as the School of Social Service Administration where she served as Professor of Public Welfare until 1933. After her retirement as a professor she continued her activities in furthering social legislation, a subject in which she became interested as a young woman lawyer—the first to be admitted to the Kentucky Bar.

Announcements

The 78th Annual Congress of Correction, to be held in Boston, at the Hotel Statler, August 29 through September 3, will be built around the general theme of unifying the correctional process. Topics of general and section meetings will include: coordination of the correctional process with the courts and law enforcement agencies, group therapy, and personnel standards and training. Hotel reservations should be made directly with the hotel, Boston 17.

The American Hospital Association is holding its Fiftieth Anniversary Convention September 20-23, in Atlantic City at the Traymore Hotel. The convention theme is "Hospitals—Vital to Better Living."

The annual convention of the American Occupational Therapy Association will be September 7-11, in New York City at the Hotel Pennsylvania.

Lasker Award

The 1948 Lasker Award of $1,000 for outstanding service in mental hygiene will be given for a significant contribution to the education of the nonpsychiatric medical practitioner in the psychological aspects of the practice of medicine. The award will be presented at the annual meeting of the National Committee for Mental Hygiene, November 3-4, in New York. Nominations should be forwarded to the committee, 1790 Broadway, New York 19, not later than September 1.

Ambassadors

This summer, seventy-six students, teachers and social workers are serving in Europe as volunteers in fifteen International Work Camps sponsored by American Youth for World Youth. The camps—in France, Germany, Austria, Belgium and Italy—will be hosts to about 2,500 children. Camp personnel also includes volunteers from the benefiting nations and from England and the Netherlands. Food, clothing, sports equipment, and

(Continued on page 254)

Walter L. Stone has resigned as administrative analyst in coordination service, Veterans Administration, to join the faculty of Hanover College, Indiana, as professor of sociology.

In West Virginia, *Dr. Joseph A. Markley* has been named director of the state health department's new bureau of hospital and medical care.

Two former members of the staff of the Illinois Public Aid Commission, who worked with Raymond Hilliard before he went to New York City as commissioner of welfare this spring, have joined the staff of the New York City Department of Welfare. *Robert Rosenbluth,* who has been serving as special consultant to the commission, has been named consultant to Mr. Hilliard. *Corinne H. Brown,* formerly personnel director of the commission, has been appointed director of the newly created bureau of personnel and office management.

Nora Lalor has been named hospital nursing consultant in maternal and infant care in the Oregon State Board of Health.

The Preparatory Commission of the International Refugee Organization announces: *William K. Shaughnessy,* formerly chief of the reports and technical review branch, U. S. Employment Service, has been named chief of employment and training; *Marie Dresden,* who has been serving with the U. S. Bureau of Public Assistance, has been appointed chief of the division of family and individual services; and Yvonne de Jong, of Belgium, has been appointed child care officer.

E. B. Whitten has been named executive secretary of the National Rehabilitation Association. He has been serving as director of vocational rehabilitation in Mississippi.

New director of the Jewish Child Care Association of Essex County, New Jersey, is *Jacob Trobe.*

The Welfare Council of New York City has named *Beatrix A. Park* as consultant on group work and recreation. She was previously director of the youth division of the Federation of Protestant Welfare Agencies in that city.

Dr. Daniel J. Hurley has been appointed state health officer of Nevada. Dr. Hurley has been in private practice and county health officer of Eureka County since 1928.

Dr. Charles H. Miller, Jr., has been named health officer for a newly established four-county health department in Illinois, which includes Hardin, Johnson, Massac, and Pope counties. *Dr. Miller* served previously as district health superintendent in this state.

The Illinois State Department of Public Welfare has named *Russell A. Perry* to the newly created position of recreation consultant to the state division for youth and community service. He was previously superintendent of recreation in Wilmette, Illinois.

The department has also named *Ione H. Agnew* as regional representative, Region II, succeeding *Myrtle P. Wolff,* who is now assigned to the department's general office in Springfield. Miss Agnew served recently with UNRRA as child welfare specialist in China.

Albert Pleydell has resigned as general manager of the Health Insurance Plan of Greater New York to join Survey Institute, management consultants, in the same city.

The American National Red Cross has appointed *Pauline Murrah* as national director of the ARC nutrition service. She has been serving as director of the same service in the ARC North Atlantic Area.

Dr. S. J. Axelrod has been appointed medical officer in charge of the Michigan Rapid Treatment Center for venereal diseases, succeeding *Dr. Grace E. Field,* who returns to the U. S. Public Health Service.

Retired

Dr. Carl V. Reynolds has retired as secretary and state health officer of North Carolina after nearly fourteen years of notable service to the public health program in that state. His successor is *Dr. J. W. Roy Norton,* previously chief health officer of the health and safety department, Tennessee Valley Authority.

Bailey B. Burritt, long a leader in social work and public health, has retired as executive director of the National Health Council. Mr. Burritt who had retired in 1944 as senior executive director of the Community Service Society of New York after a long career of outstanding service, was induced to come out of retirement in 1947 to devote himself to the National Health Council's new national health program. The work of the council will continue under the administration of *Dr. John W. Ferree,* associate director, until a successor to Mr. Burritt is appointed.

Honors

To *George Hjelte,* general manager of recreation and parks in Los Angeles, an honorary degree of master of humanics from Springfield College, Massachusetts for his distinguished service to the recreation movement. . . . To *Mike Gorman,* reporter on *The Daily Oklahoman,* in Oklahoma City, the 1948 Special Lasker Award of the National Committee for Mental Hygiene, $500 and a gold statuette, for his articles exposing the mistreatment of patients in the state's mental hospitals.

To *Newel Perry,* recently retired as director of advanced studies at the California School for the Blind, selection for the 1948 award, a gold medal and scroll, by the Shotwell Memorial Awards Committee, American Association of Workers for the Blind, for his many contributions to the field of blind education. . . . To *Frances Warfield,* author of "Cotton in My Ears," and volunteer with the New York League for the Hard of Hearing, selection for honor at the league's annual meeting, in recognition of the contribution of her book to the program for the deaf.

To *Rudolph J. Anderson,* professor of chemistry at Yale University, the annual Trudeau Medal from the National Tuberculosis Association, for his study of the tubercle bacillus.

Died

Anne C. Norris, pioneer in the field of social welfare for the deaf, died in Boston in May at the age of fifty-nine. Widely known for her championship of the rights of the hard of hearing, she was the first and only woman president of the American Society for the Hard of Hearing (now the American Hearing Society).

BOOK REVIEWS

YOUTH IN DESPAIR, by Ralph S. Banay. Coward McCann. $3.

THIS IS A SMALLISH BOOK ABOUT juvenile delinquency, written by a psychiatrist who was formerly director of the Boston Psychopathic Hospital, director of Sing Sing Prison Psychiatric Clinic, director of Yale Play Clinics at Yale University, and is now director of Research on Social Deviations at Columbia University. In the last chapter of the book, Dr. Banay partially describes the background for his work at Columbia University and the unsuccessful effort to get a law enacted by the New York legislature in 1946 to provide for an institute for the study of crime in order to coordinate and psychiatrically orient a program for the prevention of delinquency.

The book is easily readable, being written in a journalistic style, as the title itself would suggest. The material and the cases with which I happen to be intimately acquainted could offer a great deal more by deeper analysis of the known factors involved. However, it has to be acknowledged that a book of less than 300 small pages can be nothing but superficial when it attempts to consider the subjects of delinquency of the child and youth, including historical and modern criminology, crime and punishment or therapy, war and its effect on the home, school and community, poverty and other environmental factors, school influences, the family in modern society, sociological data on delinquents as individuals, psychosomatics of delinquency, the psychological concept of personality and personality tests, the management of delinquents under detention and probation, the rehabilitation of the delinquent in the institution and on parole, and programs for prevention of delinquency, and also, to define crime and evaluate it sociologically and psychiatrically.

In spite of the promise of a solution to one of society's most vital problems, one has no right to expect it and does not get it, except for the suggestion to pass a state law to provide for an institute to study crime which would include psychiatric orientation. The arguments that Dr. Banay presents do not indicate that psychiatry has contributed very much, although I believe there is a great deal more evidence that psychiatry offers, which he has not used.

There is a bibliography of 209 items, many of which are from the daily papers.

LAURETTE BENDER, M. D.
Associate Professor of Psychiatry
New York University Medical School

ENCYCLOPEDIA OF VOCATIONAL GUIDANCE, edited by Oscar J. Kaplan. Philosophical Library. 2 Volume set. $18.50.

THIS IS A PIONEER EFFORT TO PRESENT in concise form the factual material available in the new science of vocational guidance. The two volumes contain many excellent articles written by some two hundred eighty-seven experts in the guidance field and although the contents will especially appeal to those vocational counselors who do not have easy access to a large library, they will be of deep interest to teachers, social workers, and all other persons who are eager to help in the life adjustment of youth.

In a foreword, Dr. Kaplan states that one of the objectives of this encyclopedia is to draw attention to the many angles that are to be found in the application of guidance techniques. As one reads one contribution after another, it becomes obvious that in order to be versed in the counseling procedure, one should have a broad knowledge of education, psychology, economics, general medicine, rehabilitation, psychiatry, statistics, and a dozen other disciplines, which means that a competent counselor should be a person of experience whose training covers a wide range of subjects.

A few of the articles emphasize the economic aspects of guidance, and counselors are urged to keep up-to-date information regarding occupational trends, the cost of preparation for the major professions and trades, and an estimate of the average earnings in each of them. Even though the figures given vary from time to time and may not be uniform in different sections of the country, it is of value for young persons seeking guidance to be aware that these differences exist.

Among the most interesting contributions are reports of guidance activities in some of the principal countries of the world. Through the cooperation of the Washington embassies, reports were obtained from Greece, the Netherlands, Portugal, Switzerland, Poland, Australia, and New Zealand.

Critical readers of these volumes will realize that there are many areas in the guidance field that are still unexplored. These books should bring inspiration and practical suggestions as to ways and means of perfecting our knowledge of guidance techniques. It will be desirable for counselors all over the world to unite in collecting data for certain practical research projects.

EMILY T. BURR
Director
Guidance Bureau, Inc.
New York City

EXPERIMENTAL DESIGNS IN SOCIOLOGICAL RESEARCH, by F. Stuart Chapin. Harper. $3.

THE DIRECTOR OF THE SCHOOL OF Social Work of the University of Minnesota has long been so dynamic a professor of sociology, so much a leader in research and in methods for its prosecution, that it was to be expected that he would be one of the first to climb on the band wagon of experimental design.

The assembled papers in which he gives the theory of experimental methods "right out in the natural community," and then illustrates these methods from his own research work, will prove of interest to technicians and to some hardy souls who are tough-minded enough to want to know what the most scientifically respectable studies reveal of the real results of well-intentioned housing or delinquency prevention programs. From the fact that much of the first chapter was originally an article published in 1917, we are to conclude that Chapin was the band wagon rather than a belated climber upon it.

To follow the author into his clearest simplification rather than into the terrifying details, experimental design means making observations under con-

ANNOUNCEMENTS

(Continued from page 251)

educational supplies have been contributed by schools, youth groups, and summer camps cooperating with World Youth.

At a training session for the American student volunteers in New York City in June, Ernest Papanek, executive director of World Youth, said that sensitiveness to the feelings of European parents and awareness of their natural distrust of "propaganda" has been uppermost in the briefing of volunteers this year. Alice V. Keliher, professor of education at New York University, pointed out to the group the stereotype of "American" that can be expected in Europe and emphasized the vital effect of the "impressions, feelings, attitudes you will leave behind."

Thirty-two Belgian students are serving as exchange volunteers in public and private summer camps in the United States this summer.

Six young "community ambassadors" from four upstate communities in New York are spending the summer with European families to learn about the problems of citizens there. Their home communities — Glens Falls, Jamestown, Schenectady, and Ithaca — are participating in a state project in international understanding sponsored by the State Department of Education and the State Community Service Council, an organization of young adults interested in civic affairs.

The young people, who range in profession from clerk to radio writer, are living with typical families in Sweden, Denmark, Holland and England. On their return, these "ambassadors" will report their observations through the local press and radio, and will serve as consultants for various community groups.

Telling the Public

The National Council of Jewish Women has launched a country-wide program to publicize the urgent need for expanded mental hygiene services and the deficiencies of mental hospitals. The program which has been developed with the assistance of authorities in the field, will be carried out through the council's 206 council senior sections.

Jobs in New Jersey

The New Jersey Department of Institutions and Agencies has devoted the June issue of its publication "The Welfare Reporter" to employment opportunities within the department. The magazine gives a comprehensive picture of the philosophy and organization of the department, the programs of its mental, welfare, and correctional institutions, and the requirements for such jobs as psychiatric social worker, caseworker, and correction officer.

Psychology Course

The Chicago Psychological Institute announces a thirty-six week training course in applied clinical psychology beginning September 13. Designed to give the student practical experience in the use of psychological techniques, the course is open to students with a bachelor's degree and at least twenty semester hours' credit in psychology. Further information may be secured from the institute, 410 S. Michigan Avenue, Chicago 5.

BOOK REVIEWS

(Continued from page 343)

trolled conditions, selecting for observation two groups of like individuals, one the experimental group, given a certain treatment which the other, the control group, has to live without.

Mr. Chapin's chief interest is the method to be used rather than the results, good or bad, of practical attempts at amelioration. He is ingeniously and indefatigably interested in cause and effect, in quantitative measurement, in the possibilities of approximating the truth, and the obstacles and limitations that stand in the way of achieving it. Even those who cannot accompany him with pleasure on his arduous journeys should applaud his goals; the appraisal of the effectiveness of means to achieve our ends and the more certain isolation of causes in our complex human world.

W. Rex Crawford

Department of Sociology
University of Pennsylvania

THE SOCIOLOGY OF CHILD DEVELOPMENT, by James H. S. Bossard. Harper. $4.50.

The author, a distinguished sociologist, has all along been more concerned with clear delineation of the immediacy of specific social factors as they affect human lives and attitudes than with evolving or discussing general sociological theories. His present book is an extended and remarkably interesting survey of interpersonal contacts that condition personality development, social contacts that in many important particulars go to make a child what he is and what he will become. It contains a wealth of informative material that may well provoke thought on the part of anyone working with or for children; parents, teachers, child study and child guidance experts —everyone who is responsible for establishment of the sound social conditions essential to a child's healthy emotional and moral growth.

In its coverage the work is almost encyclopedic. In the text over 600 authors are cited, with footnote references; thirty-two pages of bibliography offer a valuable selection of sources for those who want to pursue further some special topic. However, a decided obstacle to the convenient use of this book is the absence of anything like an adequate subject index. The reviewer was moved to cuss words, as others will be, because of the difficulty of locating scattered statements about various topics; indeed some important subjects dealt with are not even mentioned in the index. It is to be hoped that this will be remedied in the next printing.

Naturally, the dynamics of interpersonal relationships in the family setting receive most attention, but in addition to commonly considered factors, there are provocative and highly original discussions of family table talk, family bilingualism, the role of a guest, and of domestic servants. Much of the vivid material for these sections has been drawn from autobiographies and from firsthand stories told to the author's research associates in the William T. Carter Foundation of which he is director.

Many other specific social influences outside the family circle receive attention and the chapters on more general aspects of children's social lives evidence a wide range of research. The sections giving data on the historical background of the evolution of a child's place in society, pictures of earlier periods and of different cultures, offer fascinating reading.

A wide reading public can be predicted for this compendious work. It deserves this, and all the more because the publishers, in the face of present trends and in proportion to its size are distributing it at a moderate price.

William Healy

Former Director
Judge Baker Guidance Center
Boston, Mass.

WORKERS WANTED

EXECUTIVE SECRETARY for Community Fund agency doing case-work with boys and using volunteers in addition to trained staff. Must have demonstrated executive ability in this field and be able to interpret the work to the public. Annual salary approximates $5,000. Send application, including educational and experience background, to Arthur Randall, President, Big Brothers, Inc., 2515 University Ave., S.E., Mpls., Minn.

PROGRAM DIRECTOR for a non-sectarian, New York City Settlement House. Residency if desired. Graduate work and supervisory experience required. Salary commensurate with experience. 8801 Survey.

SOCIAL CASE WORKERS—Female, for Juvenile Court with highest case-work standards. Qualifications: School of Social Work graduate, experience desirable, not essential. Also, one opening for apprentice. Arrangements will be made to complete Master's Degree. Apply Juvenile Court, Toledo, Ohio, stating qualifications and experience.

GROUP WORKER with social work background in small agency in large Midwestern city, concerned with problems of the hearing handicapped; their prevention and rehabilitation thru group work, functioning within wider agency program. Write Chicago Hearing Society, 30 W. Washington Street, Chicago 2, Illinois.

PSYCHIATRIC SOCIAL WORKER for Pediatric Psychiatric Clinic. Graduate from accredited School of Social Work with a psychiatric major. In lieu of this must be eligible for AAPSW on basis of experience. Personal analysis required. Psychiatric family or medical case work background acceptable. Salary $3100-$3300. Social Service Department, The Jewish Hospital of Brooklyn, New York.

CASEWORKER, graduate of an accredited school of social work, psychiatric field work preferred. New agency with good standards. Salary range $3,000 to $3,600. Family Service Agency of Greater Bakersfield, 2504 M Street, Bakersfield, California.

CASE SUPERVISOR: Male or female. Minimum requirements include MSS from accredited school with previous supervisory experience in agency handling family or children's casework program. Salary up to $4,200. Challenging opportunity. Family & Children's Service, 602 South Cheyenne, Tulsa, Oklahoma.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.; M.S. degree required; salary range $2950-$4175; appointment within range, depending on experience. Promotion opportunities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

CASEWORKER: graduate of accredited school of social work with or without previous experience. Agency has short-time contacts with "moving people in difficulty away from their own communities." Salary range $2650-$3650 a year. Write Miss Margaret M. Thomason, Executive Director, Travelers Aid Society of Miami, 127 N. W. 2nd Street, Miami 36, Florida.

WORKERS WANTED

CASEWORKER—Child Welfare Department of Jewish Family and Children's Agency has opening for professionally trained and experienced worker. Present salary range $2400 to $3400 depending upon experience. This is in the process of revision. Responsibilities include student supervision and special assignments. 8769 Survey.

STUDENT SUPERVISOR in public agency for first year case work students accredited school plus certain agency training duties. $3600. Write Dean, Kent School of Social Work, University of Louisville, Louisville 8, Kentucky.

CASEWORKER—Professionally trained worker wanted for Jewish Agency in large eastern city. Present salary range of $2400 to $3400. Starting salary will depend upon qualifications and experience. 8770 Survey.

CASE WORKERS (two) for undenominational private multiple service agency; salary range up to $3,300 depending on training and experience. Child and Family Agency, 1035 Superior Street, Toledo 11, Ohio.

WANTED: Supervisor of Children's Services in joint family and children's agency. Qualifications: graduation from social work school plus four years experience, preferably in child placement. Child and Family Agency, 1035 Superior Street, Toledo, Ohio, Wendell F. Johnson, Director.

WORKER WANTED:—Trained case worker, man or woman, interested in direct case work treatment of dependent children in small institution. Opportunity to share in developing program. Experience preferred; personal stability, basic professional capacity paramount. Sound personnel practices. Write Helen Waters, Case Work Supervisor, Jones Homes, 3518 W. 25th Street, Cleveland 9, Ohio.

CASEWORKERS AND SUPERVISOR professionally qualified, for agency caring for children in foster homes and in cottage type institution. Workers needed for foster home and adoption work and for direct work with emotionally disturbed children in cottages under psychiatric consultation; also experienced worker to supervise part time. Write The Children's Center, 1400 Whitney Avenue, New Haven 14, Conn.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENING FOR PROFESSIONALLY QUALIFIED SUPERVISOR IN CHILDREN'S DIVISION (SALARY $3708-$3924) AND CASE WORKERS IN FAMILY AND CHILDREN'S DIVISIONS $2700-$3924). APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIF.

HELP WANTED, Male or Female, M. S. in Group Social Work, to direct Jewish Community Center in mountain-states city. Salary $5,000 yearly to start. Excellent opportunities for advancement. 8798 Survey.

WANTED: GRADUATE SOCIAL WORKER—Strong Children's Agency—Eastern Metropolitan area. Excellent salary. Assume responsibility for developing new phase of program. Apply—Mrs. Eleanor Barr, Superintendent, Camden Home for Children, Camden, New Jersey.

POSITIONS OPEN IN ALASKA
ALASKA DEPARTMENT OF PUBLIC WELFARE

DISTRICT WORKER

Salary Range: $322.00-$352.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.

CHILD WELFARE WORKER

Salary Range: $294.00-$324.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.

For application blanks and niformation write via air mail, supplying minimu mqualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 Juneau, Alaska

THE BOOKSHELF

OUT-OF-PRINT and **HARD-TO FIND** books supplied; also genealogies, incomplete sets completed magazine back numbers supplied, etc. All subjects, all languages. Send us your list of book-wants—no obligation. We report quickly. Lowest prices. (We also supply all current books at publishers' prices postpa.d.)

AMERICAN LIBRARY SERVICE
117 West 48th Street Dept. G, New York 19, N. Y.
P.S. We also BUY books and magazines.
Send us your list.

PAMPHLETS & PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

ZALAINE HULL Agency
PERSONNEL CONSULTANTS
Professional and Executive Positions
286 Fifth Avenue — By Appointment
New York 1, N. Y. — Bryant 9-6552

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. PL. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

ANNOUNCEMENT

THE JOHN EDGAR THOMSON FOUNDATION, 3818 Chestnut Street, Philadelphia 4, Pennsylvania, anticipates a few vacancies. The Foundation assists in the education and maintenance of daughters of railroad workers who have been killed or who have died in railroad service.

WORKERS WANTED

MEDICAL SOCIAL WORKER for resident job in a Tuberculosis Hospital located near Chicago. Attractive living conditions. Salary range $2700 to $3420. Graduate training and previous experience in a hospital essential. 8799 Survey.

CASEWORKER: With professional training for small agency in progressive college community Southern Tier New York. Challenging opportunity. Salary $2400; retirement plan. Write Family and Children's Society of Greater Endicott, P. O. Box 178, Endicott, New York.

CHILD WELFARE WORKER, woman, qualify for American Association Social Work or equivalent. Children's organization offering day care in Nurseries and Foster Day Care home licensing and placement. Salary $3,000 to $3,600. Immediate opening. Children's Day Care Association, Inc., 515 W. Jefferson, Fort Wayne 2, Indiana.

RATES
Classified Advertising

Display . . . . . **35c per line**
Non-display . . . . . **8c per word**
Minimum Charge . $1.50 per insertion
Discounts . . **10% on six insertions**
CASH WITH ORDER

Survey Midmonthly
112 East 19 Street — New York 3

(In answering advertisements please mention SURVEY MIDMONTHLY*)*

PUBLICATIONS
of the
AMERICAN ASSOCIATION OF
PSYCHIATRIC SOCIAL WORKERS

Journal of Psychiatric Social Work

SUMMER 1948

Papers presented at the National Conference of Social Work, April, 1948:

Recent Developments in Treatment in Mental Hospitals, by Ethel Bellsmith.

The Role of the Social Worker in Relation to Therapy in a State Mental Hospital, by Marian Munro.

Casework Process in a Child Guidance Center in a Psychiatric Setting, by Lorna Sylvester.

A Way to Better Public Relations, by Albert Deutsch.

SUBSCRIPTION RATES:

One Year—$3 Two Years—$5

JOB INFORMATION SERVICE

a bulletin listing nationally available Psychiatric Social Work jobs—distributed to Association members. 25c an issue to others

1790 BROADWAY, NEW YORK 19

FOR NURSE *and* CITIZEN
ESSENTIAL TOOL FOR YOUR JOB

PUBLIC HEALTH NURSING

At your right hand

- ★ To keep you in touch with all branches of nursing
- ★ To keep you abreast of trends
- ★ To aid you in teaching students . . . staff . . . volunteers
- ★ To introduce new board and committee members to public health
- ★ To quide you to current professional literature

Rates
For one year.....$4.00
For two years.....$6.50
Special yearly rate to NOPHN members $3.00

National Organization for Public Health Nursing
1790 Broadway New York 19

SOCIAL PLANNING

(Continued from page 247)

range improvements in community services.

Research should be given a more important and clarified status as a specialized function. If the community is not large enough to employ one or more full time research persons, regular provision should be made for the employment of outside research consultants for carefully scheduled projects. The growth of research teams under voluntary and private sponsorship should provide a real source of help in meeting local planning research needs. A committee of citizens active in research in industry, labor, and other fields of endeavor should guide the programs and help secure financing for this phase of social planning.

Excellent help is increasingly available from the Health and Welfare Department of CCC, governmental agencies, and national functional organizations, and the increasing survey efforts of groups of research experts. Every community over 100,000 population needs individuals, removed somewhat from the pressure of operating responsibilities, who can do research and integrate their findings on the local planning level with planning developments in other communities and nationwide research progress.

If "better living through chemistry" can be sold, so can "better living through social research." Because of lack of skill and technique we have been timid in selling research and in using its possibilities. Clarify your research program, plan it over a five-year period, translate it into dollars, and indicate clearly its potentialities. *Research can be sold.*

A recent community survey of a medium sized city includes an excellent summary about a proposed research program:

The information collected would include data by census tracts and neighborhoods about kinds of illnesses and causes of death; about social breakdowns—crime, delinquency, mental disease, and other community problems; it would include the correlation of the separate problems in the families in which they occur; would cover data about the total volume of services rendered in the different fields—relief, casework, groupwork, health, and others—and correlate these services by family units.

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Drawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for very individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRITIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

These and many other similar facts will provide convincing evidence of the points where specific programs should be adapted to changing needs, where replanning and coordination is essential. They may well show that families which for several years have been condemned to life on the existing public assistance grants will have high disease rates due to nutritional deficiencies, and will turn up frequently in the behavior or mental disease categories of social breakdown. It may even show that the apparent economies of low relief standards are more than offset by the actual medical, casework, and institutional costs resulting from inadequate relief. It will probably show that a relatively small proportion of the population accounts for most social breakdowns and for a disproportionate share of preventable diseases. It will show the extent to which agencies' services are focused on the group of families that are in the greatest need of service. It will also expose the areas, geographically and by problems, that are in the greatest need of new, improved, or extended service.

In these few pages no attempt has been made to analyze all aspects of planning. Little or nothing has been said about organization, needed skills, citizen participation, the neighborhood approach, or the execution of the program. Equally pertinent observations might be made about each of these.

Whatever the aspects considered, however, we plan for planning, the altimate question must be: "How will this affect the problems of John, Mary, and the little Does?"

(In answering advertisements please mention SURVEY MIDMONTHLY*)*

SO THEY SAY

BELOVED TROUBLE SHOOTER

To THE EDITOR: We have lost one of our most able and loyal community leaders in the death of Fred Butzel . . . Throughout his entire life he had a deep personal interest in the problems of underprivileged boys. Numerous people now occupying prominent places in our civic and professional life do so because Fred helped them over the rough spots and paid for their education. He had a particularly warm spot in his heart for lads who were in trouble with the law, and it was not unusual for him to be called out of bed in the middle of the night to help a youngster who was in the hands of the police. A number of years ago a teenage youngster applied for a job in one of our large department stores. He was asked for references, and it seems he was unable to supply a well known name. Finally the interviewer asked him if he knew Fred Butzel. His response was immediate: "Of course not, I ain't never been in trouble."

ROBERT H. MACRAE
Community Chest of Metropolitan Detroit

WEST COAST TREASURE

To THE EDITOR: The Oakland Chest is fortunate in that the sons of some of the men who started the Chest are now coming into present leadership. Outstanding in this group is the Howard family.

Charles P. Howard was one of the earliest group associated in organizing the chest. He was its third president and its fifth campaign chairman . . .

When the War Chest was organized every one turned to [him] as its president. When that activity again merged into the work of the Community Chest, Mr. Howard accepted the presidency of the Council of Social Agencies, again giving to that organization his fine direction and leadership. When his term had expired, Mr. Howard assumed the not too light responsibility of reorganizing the General Appeals Board, and now sits as its chairman. No man stands higher than does he in the list of those who have made outstanding contributions to the social welfare in Oakland.

And now for the new treasure. Peter Howard, his son, is the campaign chairman for the 1948-49 appeal. He has served a real apprenticeship in various campaign units and as campaign vice-chairman. He has been president of one of the large agencies. To the campaign he is bringing enthusiasm, vigor and vision. From a community standpoint the Howards are *treasures,* old and new. SEWARD C. SIMON
Community Chest, Oakland, Calif.

OPEN DOOR

To THE EDITOR: When is the "open door" open? Recently the executive committee of the Portland Community Chest scheduled a meeting to outline a so-called "open door policy" whereby all qualified health and welfare appeals would be invited to federate their campaigns with the chest.

Robert C. Notson, managing editor of the *Morning Oregonian* and chairman of the chest public relations committee, arrived late to the meeting which was being held in the offices of Ben H. Hazen, chest president and executive of the Benjamin Franklin Savings and Loan association. Because the meeting was held on a bank holiday, the doors were locked, so Notson failed to gain entrance to the open door meeting. KEN PHILLIPS
Community Chest and Council, Portland and Multnomah County, Ore.

TEN-CENT SERVICES?

To THE EDITOR: Our organized social services are relatively new . . . . The federated method of support is logical and easily presented to those who accept the desirability of supporting by any method the agencies that are required in the community. I suppose a good analogy would be to say that in the purchase of social services a great majority of our residents prefer to purchase service in ten cent quantities from street vendors. Such giving, of course, occurs only when the service is obvious and is deemed "absolutely essential," which means . . . when a mendicant is encountered on the street. ANON.

CORRECTION

The radio series "Criminal Casebook" produced by the Society for the Prevention of Crime, is broadcast Thursday evenings at 8:30 over the American Broadcasting Company, and not the National Broadcasting network, as we erroneously reported in our news columns in July.

CONTENTS

Statement by HENRY FORD II . 258
USO—Back on the Job 261
LINDSLEY F. KIMBALL
Chest Goals *Should* Be Higher . 265
RAYMOND N. BALL
Labor Acts for a Better Community ..... EMIL RIEVE 267
When Labor Joins in Making Policy .... JOHN MURPHY 267
Why We Give 271
LILIAN BRANDT and THOMAS DEVINE
Why We Volunteer 273
CLARICE PENNOCK and MARION ROBINSON
Whither Federation? 277
LYMAN S. FORD
The Common Welfare 280
Book Reviews 283
About People 284

Copyright, 1948, Survey Associates, Inc.
All rights reserved.

THE SURVEY
Midmonthly

Paul Kellogg, *Editor.*
Thomas Devine, *Executive Editor.*
Marion Robinson, *Associate.*

Associate editors: Beulah Amidon, Ann Reed Brenner, Kathryn Close, Cora Emmo, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent Bates.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Circulation manager, Rosamond Lee; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.
A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors

Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretary,* Ann Reed Brenner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B. Scandrett, Jr., Lowell Shumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus, Biography Index.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

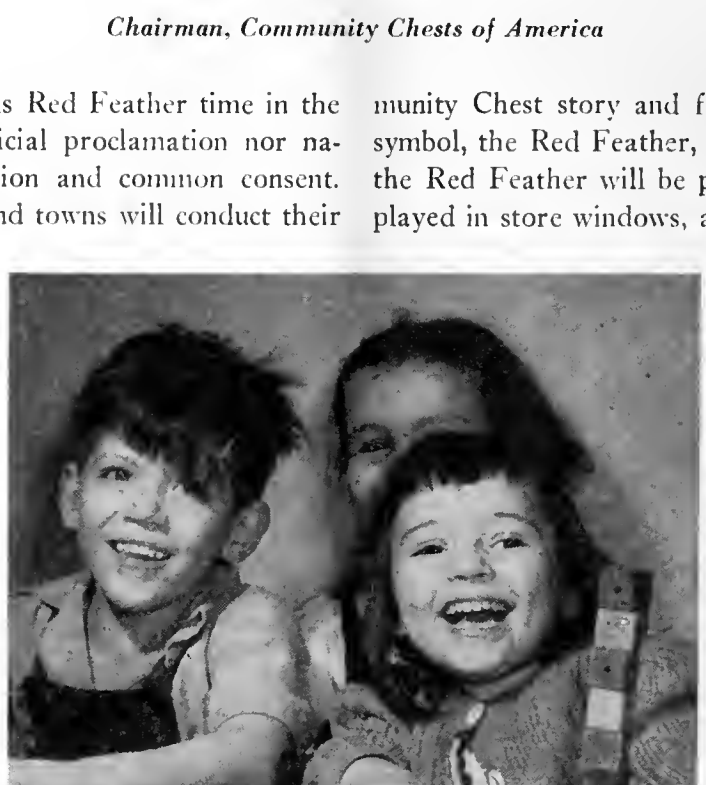
Joint subscription, both magazines—Year $6; Canadian and foreign, $7.

VOL. LXXXIV NO. 9 THE SURVEY SEPTEMBER 19
MIDMONTHLY

Everybody Benefits *When* Everybody Gives *Enough*

HENRY FORD II
Chairman, Community Chests of America

The month of October is Red Feather time in the United States—not by official proclamation nor national edict, but by tradition and common consent. Nearly a thousand cities and towns will conduct their Community Chest campaigns during this period. A million volunteers will call on their neighbors, their fellow workmen, their business associates and ask them to provide the funds necessary to keep all the Red Feather services of their home communities in operation for a whole year.



Twenty million Americans will pledge, according to their incomes and ability, to support these Red Feather services. In fact, there is now almost one adult contributor for every family living in communities which have Red Feather campaigns. The estimated total of all the goals of the nation's Community Chests is $180,000,000.

Nationally, the country's leading magazines, radio programs, motion picture theatres, will tell the Community Chest story and feature the Chest's nation symbol, the Red Feather, during this month. Locall the Red Feather will be plastered on billboards, di played in store windows, and flashed across the fro pages of newspape The Red Feather mea many campaigns in one

Nationally, it spokesman for 12,0 voluntary Red Feath services. Locally, Co munity Chests may i clude anywhere from ha a dozen separate orga izations in small co munities, to hundreds the largest. No nation fund is raised. Each co munity sets its own goa raises and spends i own money.

The significant fact that, in every case, ea of these organizatio would have to conduct separate campaign for funds were it not for the-onc a-year-united-effort under the banner of the Re Feather.

The local Community Chests are united in th "Community Chests of America." Through it, the

coordinate their publicity and promotional efforts in October and ask for national reinforcement of their united campaigns.

By combining the fund-raising appeals of many Red Feather services into one big campaign each year, the Red Feather

—substitutes order for the chaos of competitive appeals

—protects the contributor from constant and unrelated appeals

—assures better planning, less duplication of services

—guarantees effective use of funds through annual review of budget of each Red Feather service by an impartial budget committee of representative citizens

—reduces campaign and administration costs to a nationwide average of 5.5 percent

—conserves the time and energy of volunteer workers

—gives the community an annual account of its stewardship

If the convenience, economy and confidence in united fund raising and federated planning is to reach full realization, it is essential that every contributor to Red Feather campaigns realize that his once-a-year pledge must be large enough to represent his share of all of the services included.

The Community Chests realize that the average giver cannot afford to give out of pocket the amount of money necessary to support all the Red Feather services in his community for a full year. Therefore, he is asked to pledge a total amount to be paid during the year in which it is needed—so much each pay day, each month or each quarter at his own convenience.

It is important, therefore, for those who wish to tell the story of the Red Feather and the nation's Community Chests to point out clearly: (1) that the Red Feather represents many campaigns in one; (2)

that if the Red Feather services were not united in the Chest, they would have to make separate appeals; (3) that, if contributors would continue to enjoy the benefits of a united campaign, they must give enough for all of these services for a whole year.

This continuing theme of Chest campaigns points out this truth—that Red Feather services are not charity or alms to the "underprivileged" but are broad community services to be used and enjoyed by everybody. Relief of actual destitution is now carried chiefly by public agencies, supported by tax funds. The voluntary health and welfare services have an equally great responsibility — to make life fuller, happier, more worth living. Their work is positive and preventive. They help provide nursing and medical care, offer services of child care, family counseling, recreation, informal education, youth leadership, special services to aged and handicapped people. Studies show that users of Red Feather services are of all ages, races, religious faiths, and economic status.

Thus, the Red Feather has become a familiar symbol of millions of volunteer workers, givers and beneficiaries coast to coast. It has become the banner around which all classes, races and religions can rally to provide in their own community the necessary services from which all mutually benefit. The loyalty of a million volunteer workers and the generosity of twenty million volunteer givers testify to the fact that the Community Chest is deeply rooted in present-day American society.

Henry Ford II

HENRY FORD II
Chairman

Class of '45

Back on the Job

LINDSLEY F. KIMBALL

Chairman, Civilian Advisory Committee to the Secretary of Defense

Class of '48

The USO has been called back to duty—again with the support of the nation's community chests. A natural ally of our greatly expanded military establishment, it will be "reactivated" to stand at the side of the new peacetime forces, with the same kind of friendly services, recreation, the hometown touch, that distinguished it during World War II. This should be heartening news to the parents of the thousands of young men called up by the new Selective Service Act, and a reassurance to Americans everywhere that voluntary civilian participation is still an animating force in our democracy.

The recall of the USO is a testimony to its record and that of its member agencies in World War II, which won the substantial confidence of the armed forces and civilians throughout the nation. It is a testimony, too, to the concern of our government, even in the grim business of defense, for the human, personal needs of its men and women in uniform.

More than a year ago Secretary Forrestal foresaw that the creation of an enlarged military establishment would inevitably bring in its train grave problems affecting the welfare and morale of the service personnel. He appointed a Civilian Advisory Committee to study the agencies and programs which had contributed in World War II to the recreation, education, welfare and morale of the men and women in uniform, and to recommend a plan which would equally well serve the needs of our greatly expanded peacetime establishment. The committee unanimously recommended, and Mr. Forrestal approved, the reactivation of USO and its reorganization on a somewhat broader basis. "The USO," he said, "will serve a vital present need. It will also serve as a public reminder that even in these difficult days the development of our defense plans will be pursued in accord with traditional American policies."

USO Was Ready

The six original national agencies making up USO, after full consideration, have unanimously agreed to take take on their new assignment. There is no thought of operating on a wartime scale. At its peak in 1944, USO was carrying on 3,035 operations, exclusive of camp shows. The tentative budget proposed for 1949 is a modest $6,650,000, which means that expansion will be gradual, geared to developing needs as priorities are set by the Office of Defense.

At this point it is important to understand that "reactivating" the USO does not mean starting from scratch. For when, after an orderly process of liquidation, on December 31, 1947, all USO operations ceased, the corporation itself continued to exist, and at the request of the President, to hold itself on call for future emergency. When the request came from Secretary Forrestal, in the name of the National Military Establishment, a reorganization committee was appointed, under the chairmanship of Arthur W. Page of New York City. This reorganization is now being accomplished with the guidance and advice of the Civilian Advisory Committee of the Military Establishment, and in consultation with the various national agencies involved, the National Social Welfare Assembly, and Community Chests and Councils of America, Incorporated.

On the liquidation date, December 31, 1947, USO had a surplus amounting to $4,465,000, achieved principally through the profitable sale of furnishings and equipment. With this money it has been possible to carry on in 1948, at the request of the Army and Navy, some 99 operations for service men, under the auspices of the six national agencies. This work is expected to be continued in 1949 at substantially the same level. USO funds are also currently financing a new organization, Veterans Hospital Camp

". . . same activities as during the war years"

Shows, which has continued to bring music and entertainment to the thousands of servicemen still confined to veterans' hospitals. This program is also likely to be continued in 1949.

Regarding other items in the reactivation program, the Navy will probably require only some expansion of the present facilities, but the Army and Air Forces together will reestablish and reopen in 1949 about 50 camps, requiring substantial club services. The Army is now operating and financing with special funds some 100 clubs in Europe and another 100 in the Pacific. Short of a war emergency the USO will not be expected to assume any responsibility for these, but will shoulder an increased load at certain off-shore bases in this hemisphere.

Financing the USO

It is anticipated that about $2,000,000 of USO's $6,650,000 budget for 1949 will be met from its own 1947 liquidation. The remaining sum of $4,650,000 will, it is hoped, be included in local community chest budgets in the thousand chest cities, plus a separate campaign in New York City. The USO will thus avoid the confusion and waste of a separate national campaign and will strengthen the cause of federal fund raising for which the community chest is the recognized spokesman. The USO budget has been studied and approved by the National Budget Committee, jointly sponsored by the Three C's and the National Social Welfare Assembly, and will be sent with recommendations by the Quota Committee to all chests with the hearty endorsement of CCC and the Assembly. Community Chests and Councils of America has set the facts before its member chests and invited their comment. Response has been most cordial, and there is every indication that the USO will be welcomed again and included on a share-and-share alike basis with other local health and welfare services. Campaign promotion on a national scale will be in charge of CCC's Public Relations Department, and USO will share generously in all of CCC'S appeals via press, posters, magazines, radio and television.

The USO has a big job ahead—but it has never quailed at a big job. The seven years of 1941-48 proved that fact. In those seven years the six-starred banner was the symbol of a nation's concern for and pride in its armed forces. It was a two-way thoroughfare connecting every military road with Main Street, USA. It was a principal channel through which a million and a half civilian volunteers knew themselves to be part of a total war effort. In those years the USO was the trustee of $236,000,000 given freely and gladly by countless thousands in every county, town and hamlet in the United States. This money was translated into a billion and a half recorded services — and millions that couldn't be counted.

The USO was, it is said, an amazing demonstration in our age of the volunteer spirit. Volunteers *were* the USO. They raised the money, reconverted and furnished the buildings, administered the funds. They also baked the cookies, poured the coffee, emptied the ashtrays, and created the atmosphere of "home away from home" so well advertised, so quickly sensed by every man and woman in uniform who stepped across the friendly USO portals.

Will the USO job be essentially different today? We think not. Ours is still a civilian army and navy and air force. The recruits of 1948-9, like those of 1941-2, are not professional fighters. They are farm boys, students, future teachers, salesmen, mechanics, bookkeepers, bakers. During these years that they give to their nation's service, their hopes and ambitions, their needs, their interests and capacities are not so very different from those of the 1941 crop who banged the first USO piano and scuffed up the first dance floor. They are even younger, and they will not feel the terrible urgency of their predecessors. But it is pretty safe to assume that they will respond as eagerly to the USO as did their elder brothers.

What's Going on Now

That they are already responding to the current ninety-nine agency-sponsored activities is clear from the reports from the national agencies. These ninety-nine operations in sixty-five cities ranging from Key West to Spokane, from New York and Rhode

". . . very familiar to any . . . veteran . . ."

Island to Temple, Texas, include sixty-two clubs for service personnel, thirteen standard service units of the Travelers Aid, plus three TA lounges where military traffic is heaviest, and twenty-one agency "offices" specializing in information and referral services. Funds have been allocated in 1948 to six other units including two in Alaska and two in Guam.

Long before World War II, four of the six member agencies of USO—the YMCA, the National Jewish Welfare Board, the Salvation Army and the Catholic groups (formerly operating through the National Catholic Welfare Council)—had served the religious and recreational needs of the armed forces in peace and war, at home and overseas, as part of their permanent programs. The YWCA and the Travelers Aid, too, had valuable experience and unique skills in direct service to people, as they well demonstrated during the war. At war's end USO funds, channeled through these six agencies, strengthened their continuing programs and prevented what might have been, in view of the uneasy world situation, a dangerous lapse of services. As reactivation gets under way, all six of these agencies, tested and seasoned by experience, will be ready to meet whatever needs are indicated by our military establishments.

"... dances and more dances ..."

Reports of current operations seem to indicate that there has been no flagging of interest, either by volunteers or service men. Says the YWCA of its ten clubs: "Building attendance is up 15 percent over the autumn of '47. Volunteers have stuck to their jobs. Indeed, after they took a bit of rest and got reacquainted with their families they're back in the clubs in increasing numbers, 40 percent more helping now than in the late months of 1947. A whole new crop of junior hostesses has developed with, in some places, more than twice the wartime number. Ex-USO staff continued in most of the clubs with as much pep as ever, morale never wavering."

The same kinds of activities have been continued as during the war years: dances and more dances, hospital programs, games, sports, country outings, dramatics, crafts, service wives' clubs, kitchen parties, educational tours, Sunday morning coffee, Sunday night socials. The log of a typical club would look very familiar to any seasoned USO veteran. Items like these are typical:

"Ninety-three Navy men landed in port and appeared at the club *en masse,* yelling for junior hostesses. Only half a dozen were on duty, and it was right at the dinner hour. But the club telephone went into action, and in 75 homes, plates went into the ovens, dishtowels were dropped, noses powdered, as 75 juniors made a quick exit and reported for duty. Soon the club walls were echoing to the merriment of boys and girls in lively action."

"PFC Herbert of the Fayetteville, (N. C.) Service Club was eagerly looking forward to the arrival of his wife from Texas. Imagine his consternation when a collect long-distance call reached him from the little woman, who had changed trains in Tulsa and lost her billfold containing her ticket and all her money. Would he please send her $25.00? The Western Union office was closed, and as a last hope Herbert raced to the Salvation Army Club. Result: a Salvation Army brigadier was routed from slumber in Tulsa, and was soon on his way to meet the young woman, with $25.00 in his pocket to lend her. (He got the money back by the first mail.) All Herbert could say to the club director was 'Gosh, thanks, Cap'—but it was enough."

From the Travelers Aid Lounge in San Antonio comes this small item, loaded with large implications for the future:

"Our enlistees poured in this month. . . . At the base the tell me that they received an average of 500 a day—and they will keep coming. There has been an increase in the number of families. . . . The boys love to bring in their sweethearts just to show them around, they're so proud of the lounge. Most of the girls say 'I wanted to see this place, he talks so much about it.' One Saturday I was on duty alone, busy in the kitchen trying to do the dishes in the sterilizer when I heard a noise out front. I stepped in to find five boys busy sweeping the floor, wiping off the tables, emptying the ashtrays. I said, 'Boys, you don't have to do that, I'll get it done sometime.' One of them said, 'Ma'am, please let us do it just to show our appreciation for the lounge. It's the only home we have when we're away from real home'."

And from Phoenixville, Pa., a Travelers Aid worker reports:

"There are about 2,000 patients at Valley Forge General Hospital, of whom 700 are battle casualties; some of them have been hospitalized for four years. These patients do not have many visitors compared to the wartime and postwar visiting when families were rushing in at all times . . . . The housing situation remains the same and we never have enough accommodations for families. We try to discourage soldiers from bringing their children unless they have a place for them to stay, but they do it anyhow. One soldier

brought his twenty months old son to our office for housing. He had just returned from a furlough in Texas, and, because of his wife's illness, had to bring the baby back with him. Our case aide worked for a whole day on the situation, and finally found a woman who would take the child."

Writes one service club director:

"It won't be hard to reactivate USO, for it has never really been deactivated in people's hearts. On December 31, 1947, we hauled down the USO sign and gave the club a new name. But the boys have just kept calling it 'USO'."

For Veterans in Hospitals

USO Camp Shows was a phenomenon in the entertainment world. It began in 1941 with seven trucks full of entertainers and their props. At its peak, immediately following VE-Day, its curtain rose 700 times a day and in every corner of the world. When USO went out of business it assigned $1,000,000 of its unspent funds to a new organization, Veterans Hospital Camp Shows which, at the request of the Office of Defense and the Veterans Administration, was set up by leaders in the entertainment industry to continue the work initiated by USO's Camp Shows Hospital Circuit.

Since January, 1948, this organization has, with USO funds, maintained ten entertainment units which move constantly over a circuit of 28,000 miles to bring music, drama and variety shows to the veterans in 107 hospitals, eighty-eight of them under the supervision of the Veterans Administration, fourteen under Army and four under Navy auspices. These hospitals have been carefully selected by the medical chiefs of the Army, Navy and Air Force to make sure that the men in institutions remote from big entertainment centers are provided regularly with top quality, live shows. As a result, veterans in such spots as Rapid City, South Dakota, and Cheyenne, Wyoming, far from the white lights of Broadway, can be assured of their quota of entertainment. Between January and August, 121 professional artists—singers, dancers, actors, instrumentalists, comedians — played 810 separate engagements in hospital auditoriums or wards. A total audience of 456,420 disabled men and women saw and applauded.

As part of the entertainment plan, a "Guest Artists Celebrity Program" books "name" stars for personal appearances in the hospitals, and a "Sketch Artist Program" brings portrait artists to spend a week at a time making sketches of hospitalized men. More than 80,000 of these portraits have been sent out to hang in living rooms from Maine to California.

Aside from its laughs, which brighten up life, relieve monotony, and let a disabled veteran know that he is not forgotten, entertainment has a "hidden ingredient" which, experience seems to show, aids men markedly in their recovery, making them better patients or more susceptible to treatment. Medical chiefs of VA and special service officers study the entertainment program intently, and collaborate with the Camp Show executives to turn out the kind of productions that can best contribute to patients' rehabilitation. Camp Shows has steadily refined its program until hospital after hospital reports weekly: "These shows are of definite therapeutic value."

Public Approval

Typical of the widespread public approval of the return of USO as a natural and valuable partner in the vast peacetime defense program was this editorial in *The New York Times* on July 31:

"When President Truman granted an honorable discharge to the United Service Organizations last January he made its officers remain on call in the event an emergency developed making it necessary to revive the organization. The passage of the new Selective Service Act constitutes such an emergency and again USO is preparing to do its job.

"USO had a splendid record in the war. Pooling the resources of six large private organizations, it was a good friend to the soldier and sailor. The average serviceman saw perhaps twenty live shows — concerts, vaudeville variety performances, Broadway musicals. He might have seen them at a training camp in the USA, at a fighting front in Europe or on a hot and forgotten island in the Pacific. More important, probably, were the 4,000 USO clubs. They provided the link between the serviceman in his training camp and the community which surrounded the camp. USO clubs were most frequented by the younger service man. Through the club he met new friends. He visited with the townsfolk. Perhaps they came to see him at camp.

"Our new selectee soldier will be young and these will be formative years. There is much that he can and will learn in the army. But we need the civilian touch too. We are glad to hear that USO will be back on the job."

To this sentiment the Reorganization Committee and the national agencies utter a heartfelt "Amen." Together they pledge their best efforts to serve, befriend, entertain, and hearten the swelling ranks of American youth who will don the uniform and begin a long series of new and, because of USO, richer experience.

Common wartime scene in the Pacific Islands. *"Funds have been allocated in 1948 . . . including two in Alaska and two in Guam"*

Chest Goals *Should* Be Higher in 1948

RAYMOND N. BALL

President, Rochester (N.Y.) Community Chest

No American citizen, anywhere, ought to be taken by surprise in learning that his local community chest is aiming at a higher goal this year. Nearly every Red Feather Service in nearly every city has been faced with rising operating costs not only during the past few months but during the past many years, and a fair proportion of that added cost will need to be borne by chest contributors.

There are two fairly obvious reasons for these increased operating costs. The Red Feather Service must pay higher prices for nearly everything it buys. Its employes must pay higher prices for what *they* buy—and so the agency must pay higher wages. And probably most cities have found, like Rochester, a third reason for increased costs—a mounting public demand for services of all types.

A Red Feather Service cannot operate in or with a vacuum. It must buy supplies and materials, hire employes, maintain buildings of its own or rent office space. It has to pay more now for paper and envelopes, for food and dishes, towels and sheets and laundry, for bandages and drugs, paint and soap. It must pay higher salaries for unskilled, semi-skilled, and skilled help, or face the inevitable risk of seeing its valued employes go elsewhere. Rents are up, insurance rates are up. It costs more to repair buildings, and to keep them clean. It costs more to keep them warm in winter. It costs more to replace worn out or out-of-date equipment.

This increase in the cost of operating a Red Feather Service is not something new. Although the rate of increase has been greatly accelerated during the last two years, it is not something that began this year or last or the year before that. It goes back to and through the war years.

In the fiscal year that ended March 31 of this year, the total expenditures of our Rochester Red Feather Services were $8,353,541, as against $4,349,827 in 1941-42. During that six-year interval, chest appropriations for these services increased from $1,187,615 to $1,623,425. Total service expenditures increased 92 percent, chest allotments increased 36.7 percent. Other communities which like Rochester had reached a relatively high standard of giving by 1941—Rochester, $4.00 per capita—have shown about the same increase in chest allotments. The figure for all chest reporting for the period from 1941 to 1948 was 80 percent.

The non-chest income of Rochester services during these seven years increased by 112.8 percent. A large part of this is due to greatly increased hospital income. However, all Red Feather Services have increased the income from users and members whenever possible. This is probably not unhealthy but it obviously can be carried too far. The usefulness of a social service to the whole community may be endangered if it is obliged to limit its work too completely to those able to pay all or nearly all of the total cost.

INCREASE IN COST

of Major Items Used by Agencies and Institutions

April 1941—April 1948

	Percent of Increase
Food	**106.6**
Clothing	**91.6**
Household furnishings	**90.1**

Source: Reports of U. S. Bureau of Labor Statistics.

This year, and every year, each community must decide for itself the proportion of free and part-pay work that its Red Feather Services should perform. In making such a decision, the fundamental principle of service must be borne in mind: that when an individual or family makes use of a Red Feather Service, not only the person or the family, but the whole community, benefits. If we limit, by too meager chest aid, the number of those using the social services, there is not only a personal loss—to those deprived of aid—but a community loss.

Some of us in Rochester have been surprised at the steady increase in the volume of work that the Red Feather Services have been called upon to perform. There has been a sizable expansion of work in the peace years. In the calendar year of 1946, the Rochester Red Feather Services reported a total of 157,628 persons and families to whom direct service and assistance had been given. In 1947 these same services listed over 170,000 as direct beneficiaries.

If we mean what we say when we proclaim "Everybody Benefits, Everybody Gives" as our slogan, then we ought to be pleased rather than otherwise at this gain in the public demand upon the Red Feather Services. Because it means that not only the underprivileged, but persons in all walks of life, are now turning to the social services for aid in solving personal and home problems. It means that a greater use is being made of those constructive and preventive forces that make the community stronger and healthier and better.

It does *not* mean, necessarily, that needs are increasing; it means that needs now existing and which have existed are being more fully met. It does not mean that our citizens are becoming more dependent upon resources outside of themselves; it means that they are making wise use of existing facilities which they themselves support through the community chest — so that they and their families may enjoy a larger measure of health and well-being.

No one is forced to use a Red Feather Service. He comes to it of his own free will; and in so doing he increases rather than decreases his independence, to the degree that it enables him to avoid the bondage of illness and the slavery of dependence, and to attain the self-reliance and resourceful-

ness that are the essentials of personal and national freedom.

The Red Feather Services are highly valuable, therefore, to the whole community; and self-interest and old-fashioned neighborly generosity both suggest, compellingly, that they be adequately supported. And adequate support obviously implies that we think of our community chest dollars in terms of what those dollars will buy in 1948 and 1949.

Citizens Are Told

When the community chest frankly tells the public about present high prices for the things the social services buy, it is talking in language that the public understands. When we tell the public that a campaign failure, or a goal set too low, may mean less food for children, colder rooms and corridors at the homes for the aged; when we show that a failure to increase the chest goal may deprive an area of the city of a visiting nurse's services—the givers, in office and factory, know what we mean. That was the basis of the Rochester Chest's successful appeal, in 1947 and again in 1948, for substantial increases for the Red Feather Services.

During the war, Rochester, like most cities, had a Community *and War* Chest. Our first postwar campaign was held in May, 1946; in that year, however, we did raise funds for the USO, still functioning on a large scale in Europe and in the Pacific, and for the National War Fund's war relief enterprises. But because the needs of these war-related organizations had diminished from their wartime peaks, the Rochester Chest was able to set its goal somewhat below the 1945 figure, and at the same time provide what seemed to be an adequate increase for the local Red Feather Services.

Several months before our 1947 campaign, it became apparent that the price surge was beginning to enmesh our services in serious difficulties. We lost no time in acquainting the public with the facts; those same facts, the hard facts of spiraling prices, were hammered home at every campaign meeting as our army of 5,000 volunteer canvassers was being enlisted. The newspapers and radio stations gave us unusual cooperation in passing this information along to the public.

The local services, in 1946, had received a total of $1,407,765. Increases totaling $142,194 or 10.1 percent, were approved for 1947, making the over-all appropriation $1,549,959. Our total goal for 1947, including appropriations for USO and for the "Marching Forward" campaign of the national Salvation Army, was $1,955,678.

In full recognition of the serious problem thrust upon the Red Feather Services by rising prices, the public met the challenge and oversubscribed the goal by $94,033. This oversubscription proved very useful late in 1947, when the continued upward curve of prices and the rising pressure of public demand upon the social services made necessary additional appropriations to several agencies that added up to $73,466.

As everyone knows, prices marched upward rather steadily during 1947, and as our 1948 campaign approached it became obvious that another increase in agency appropriations would be necessary. Part of this increase could be taken care of with the $162,145 allocated in 1947 to the USO and to the national Salvation Army.

Actually the social services received another 10.6 percent increase that brought their total appropriations up to $1,794,854—and the 1948 goal including national agencies' "shrinkage" and central services was set at $2,053,135.

In spite of a drop in industrial employment, this goal too was oversubscribed. The chest actually raised $2,120,952. Again, the rise in prices, and the need for more adequate compensation for Red Feather employes, had proved a valid argument for increased chest giving.

Citizens Respond

In two years, Rochester citizens have increased their giving to the Red Feather Services from $1,407,765 to $1,794,854—a gain of $387,089, or 27.5 percent. In both years, increased chest goals have been generously oversubscribed; proving, apparently, that a reasonable appeal for increases, backed by solid facts, will be answered. The public seems to feel that these Rochester services are doing an excellent job, and the chest wholeheartedly agrees.

There is no special magic in the Rochester Chest plan. We do have a chest that is old as chest age is measured; we've had 31 campaigns, 21 of them completely successful. We have a very large number of people who like to take part in a Chest campaign, who work their heads off for a week or so and who find a great deal of pride and satisfaction in skillful, successful campaigning. They like to win—and in a successful chest campaign everybody or nearly everybody does win. The community chest is the most conspicuous single cause that brings together all faiths and all factions, employe and employer, city dweller, farmer and suburbanite. A chest campaign, in my opinion, is one of the highest expressions of democracy in action — democracy that really functions, when giver and campaigner join unselfishly in furthering a common project.

The Red Feather Services are an indispensable part of American life in 1948. By adding to their resources—giving them enough to meet increased prices and to pay adequate wages to their employes—we multiply their effectiveness.

Charity

Thus our local charity rightly comprehended, should expand our social imagination and give it wings strong enough to encircle the globe. I am using charity in the Greek sense of the word "charitas" —the sense in which St. Paul used it when he said of faith, hope and charity, that "the greatest of these was charity." Human morality, human social endeavor are weak and without charity there can be no charity in this highest sense until we substitute the common will for the private will as a path to the understanding of the lives and needs and aspirations of our fellow-beings.

—Agnes Meyer

Labor as a Community Force

Labor Acts for a Better Community

EMIL RIEVE

General President, Textile Workers Union of America. Vice President, Congress of Industrial Organizations.

The figures are startling. In 1941, fewer than one hundred CIO representatives were on the boards of the many thousands of American voluntary social welfare and health agencies. Today the number has increased about a hundredfold.

Never before in the history of our country has so sharp a change taken place in the composition of the boards of community agencies. Never before has a new group been brought into participation so quickly and so completely.

What does this mean? Is it an effort of power-hungry trade union leaders to establish control over American life? Or is it simply the recognition of a group which says, in effect, "You're spending some of our money, and we want to see how you spend it"?

Why are unions, whose traditional concern has been wages, hours, working conditions and, more recently, political action, extending their interest into the voluntary social welfare field?

Unquestionably, unions still spend most of their time and energy dealing with wages, hours, and working conditions. These, after all, are the reasons for a union's existence. No matter what other activities a union may undertake, it has no excuse for functioning unless it protects the workers in the shop.

Before the New Deal, most unions thought this was their whole job. They took an active interest in legislation and community problems only when the community, or the law, interfered with or aided these "normal" union activities.

However, it was inevitable that unions should go further. The basic purpose of the union movement is to provide a better life for workers and their families. Wages and hours are important fundamentals—but so are the kinds of housing available to workers, the prices they must pay for necessities of life, the quality of education provided for their children, the condition of the community water and sewer systems, the facilities for supporting the families of those unable to work, and innumerable other problems. Therefore, unions in their direct concern with the well-being of industrial workers, must show interest in these problems and in the public and private agencies which seek to solve them.

To some extent the collective bargaining contract can be broadened to meet a part of the workers' social needs. Health and accident insurance has been greatly

When Labor Joins in Making Policy

JOHN MURPHY

Director of Organization American Federation of Labor

To the uninitiated, the idea of labor representatives participating in policy making for community social services might call to mind a picture somewhat resembling the bargaining table in the more highly publicized labor disputes. The mental picture envisioned would probably show labor as "aggressive," "radical," "self-seeking," "demanding," or even "arrogant." Those who are familiar with the procedures of negotiations during collective bargaining might feel that labor representatives would come "instructed" to policy-making meetings.

Nothing could be further from the truth. Labor wants to be part of a group, to act with fellow citizens as democratic equals in promoting and maintaining programs that benefit the entire community. Officials of organized labor recently collaborated with the Labor-Employee Participation Department of Community Chests and Councils in preparing a statement on board membership and labor. The statement, which has now been adopted officially by Community Chests and Councils of America, makes it clear that the board member from labor "is expected to consider the problems presented to the board of which he is a member and to register his opinion and take responsibility on all issues which may arise."

Labor believes that its representatives should be, and most cases are, in a position to speak authoritatively about the point of view of the community's workers and their families. Labor's function in policy making groups derives from its ability to speak for this large group of working people, who in turn constitute one of the largest groups of users of the services which health and welfare agencies operate. Beyond this, labor has no ax to grind as it participates in community planning and policy making. Because the labor movement has grown out of the efforts of a large group of people who instinctively know and accept the interdependent nature of our society, labor representatives come to this job with profound interest in the general welfare of the whole community.

Where a truly representative and democratic board is involved, it is not easy to point out a particular policy or program which has come into being because of the efforts of any one board member. Thus, labor's contribution in policy making groups can hardly be singled out of the changes and developments which have come through joint thinking of a diversified group acting to-

extended through collective bargaining. Witness, too, the current drive for retirement of payments as a part of the labor agreement. Then too, the federal government has been called upon to provide social insurance, to aid in housing, to help control the major economic forces which determine whether or not there will be jobs. State and local governments have responsibilities in education, in health services and in many other seemingly mundane affairs which have a direct impact on how well people live.

But unions are more and more coming to realize the important role that voluntary social agencies can play in building better communities—and thus in helping workers achieve a better life.

At one time, certain forces kept unions and social agencies apart. Labor had to learn to overcome the antagonism of workers to the "Lady Bountiful" approach; the feeling that accepting help from a social agency was a disgrace; the suspicion that social agencies were run by the "respectable" people of the community; the resentment of contributions demanded from workers by employers.

These obstacles were not entirely imaginary. Many social agencies were indeed run by respectable people, who quite obviously shuddered at unionism. Required contributions were customary in many firms.

But today strong forces draw unions and social work together. The united effort of the war relief drives broke down old suspicions and made it possible for these forces to exert their full effort.

Simpson Studio

Paterson, N. J. CIO leaders "inspect" the Memorial Day Nursery

After all, unions too, are voluntary organizations whose continued existence is dependent upon the performance of a socially necessary service. In view of this they cannot help but acknowledge the important role which voluntary agencies play in a democratic society.

Then, too, as unions have broadened their horizons they have recognized all workers are first and foremost citizens of a community. Their concerns are community concerns—the high school basketball team, the gether for a common purpose. Indeed, in the opinion of labor leaders, such singling-out would not be desirable even if it were possible.

Recently in a Pacific Coast city where the AFL has some seventy-five appointments on boards and committees of social agencies, all taking an active part in policy making, an AFL official made a statement to the effect that claims for initiation of policy were not in the best interest of the AFL. The important thing, he stressed, was that "we receive cooperation from the committees on which AFL members serve, and that when we have strenuous objections to a particular phase of work, we have not met with opposition."

Perhaps the most important effect of increased labor participation in policy making has been the interchange and consequent modifying of attitude, both on the part of the traditional board and committee members, most of whom represent givers but not users of the services, and on the part of the labor members who represent that group who are both givers and users. Board members, whose daily lives were somewhat remote from those of low-income workers, have come to have a better understanding of the needs and problems of workers. Labor members, who felt that those whom they represented were not getting adequate services, have come to understand for instance, the relationship between public and private agencies, particularly the limited relief-giving function of the private agency.

Organized labor, because of its own experience and convictions, has been influential in the establishment of "referral centers" and "central information bureaus" in many cities. This effort was made in behalf of a genuine need. Too often a person in need of service lost valuable time, suffered additional misfortune, or became the victim of grave misunderstanding because he lacked the proper information as to the proper agency to which to go. Before the war ended, the AFL's Labor League for Human Rights had set the pattern for such referral services within labor organizations. The work of these services was realized on a broader basis in many communities at the time that servicemen were being released from the armed forces. Organized labor continues to insist that they are a necessary function which should have the support of community chests and councils.

In one large midwestern city, because of rather general community resistance, a committee representing all groups of organized labor was formed to promote the establishment of such a center. After a good deal of controversy, the center was finally established, given a budget and made an agency of the chest. The new referral agency now continues to render a valuable service to all people in the community and is increasing in popularity.

In another city, labor representatives concluded from evidence given by many workers in the unions that there was need for a broader and more decentralized referral service where applicants for service could receive more individual attention in more ac-

condition of the streets, their children's recreational opportunities, the adequacy of fire protection. Their well-being as everyone else's depends in large measure upon the kind of community in which they live. A good community for everyone is a good community for union members. Their children go to community schools; their cars drive over the community streets; they are served by community health or recreation facilities. But while the union can move by itself to improve conditions in the shops, it can only move as a part of the entire citizenry to improve community conditions.

Until workers were organized, little opportunity was available for them to participate effectively in solving community problems. The union has removed them from the second class citizenship which had been their lot, and given them a voice with which to express their needs and hopes.

This has been sharply illustrated in the textile industry. Textile mills, for the most part, are outside the major population centers. Union members live in small and medium sized towns, in New England, the Middle Atlantic states or the Southeast. Most often these are one-industry communities although there are, of course, exceptions.

In the past these communities have been dominated by the mills. The fact that the workers lived on the "wrong side of the tracks" was impressed upon them in every aspect of community life. The communities were run by the bosses for the benefit of the bosses. Even if the town was a "good" one in the material sense, its affairs were conducted in such a fashion as to stifle any real democratic development.

Today the situation has changed, not only in textile areas, but also in the auto and steel towns, and everywhere else where unions have become strong. The difference is perhaps best illustrated in the change in community chest solicitation. Contributions once forced by plant management have been replaced by voluntary giving organized through the union on a democratic basis. Nevertheless, contributions are substantially greater.

In view of the changes, unions face two responsibilities. They cannot neglect their increased opportunity to contribute to the improvement of the cities and towns in which their members live. Today organized labor wants unionized communities to be different from others because they are better ones in which to live, not only because there is a union hall on Main Street.

Therefore, we in the labor movement are beginning to recognize that our efforts must be integrated into the total community effort, and not separated from it. They cannot do the job alone.

Through such integration we can develop close ties with voluntary social agencies. We are experts in collective bargaining, in labor-management relations, and do not hesitate to maintain that we know more about such relationships than any other group in society. By the same token, we realize that we have much to learn about the organization of the community and about the

cessible places. The pattern in this large city had been to have intake and referral centered in a few agencies, but with the evidence brought in by labor representatives, the pattern was altered to fit the needs of the citizens in this community.

The experience of becoming an active participant in joint fund raising and joint planning has been an exceedingly beneficial one to labor. In the days before organized labor was a part of this community enterprise, labor groups were constantly plagued by the

"Howdy" L. Williams

Kansas City, Mo. **AFL representatives inaugurate the new Come-and-See-Bus**

many appeals to give to a multiplicity of small agencies. Getting interested in the community chest program was an answer to this problem, but it was only the beginning. The idea of planning jointly for the total community and operating the health and welfare program as economically and efficiently as possible appealed to labor, and it has taken the principles so to heart that recently, rather than being called "radical," organized labor was referred to by a community leader in one city as "a major community influence on the conservative side." The remark was made in reference to labor representatives' wariness about admitting new agencies to the chest and council until it is definitely shown that there is a new need to be served and that agencies are actually doing the jobs assigned to them.

Another aspect of community planning which labor has taken to heart is the need for new agencies to meet the standards set up by community chests and councils. In an eastern city, a woman who had been a staunch and devoted friend to the labor movement, started a home for the aged and applied for admission to the community chest. Naturally, the labor representatives supported her request, but when it was pointed out that the institution was substandard in its safety provisions as well as some of its health services, labor representatives withdrew their support temporarily, and went to their old friend. Through their influence with her the necessary changes were made,

EMIL RIEVE

various specialized techniques in the solution of community problems. This can be accomplished by looking to the voluntary agencies, which are composed for the most part of civic-minded individuals from every walk of life, for assistance in this orientation.

To such collaboration unions are able to bring a democratic spirit and a specialized knowledge of workers' needs. In most instances union officials perhaps better than professional social workers, are able to tell whether a community service, voluntary or public, is serving the purposes for which it is intended. Workers have confidence in their unions. They speak frankly to their union leaders about their problems. Their leaders' direct contact with large groups can bring to social planning a realism more effective than an excellent questionnaire.

While unions know the importance of government action in certain fields, they also recognize the role of the voluntary agency in filling the gaps not met by public agencies. These include experimentation; development of public acceptance for new ideas and services; exploring areas of common agreement which are of interest and importance to the entire community; and providing a whole host of health, welfare and educational activities.

Current examples of cooperation between unions and social agencies are too many and too common for detailing here. Evidence that the collaboration has been a creative one for both the unions and the agencies involved can be found in the growth of union counseling; the increasing use of labor liaison personnel attached to community chests or councils of social agencies; the development of new services as the result of union requests.

These and other examples indicate that the motives of union participation in community affairs are essentially unselfish. The record shows that unions have sought neither control nor special advantage. We, in organized labor, will benefit only as the community benefits and only to the extent that we contribute to the well-being of the community as a whole.

JOHN MURPHY

and the institution was admitted. In the opinion of a council official of the city, "organized labor did an outstanding job in this instance and the new agency is doing a worthwhile job."

The earnestness with which organized labor works to encourage genuine participation with and for those whom it represents is seen in the experience in another city. An industrial dispute in a particular plant was reflected in the community chest campaign, traditionally conducted by the management, resulting in a low record of per capita giving. At the suggestion of AFL officials, a meeting of labor and management was called. Following this, the workers invited foremen, job stewards and management to meet with them and discuss the chest campaign. Here it was decided to depart from custom and to conduct the campaign jointly. As a consequence, there was an increase of 92.7 percent in participation and 105 percent in subscription over the previous year on the part of both management and labor.

Finally, a very healthy result of having broadened the base of representation on service agency boards and committees by inviting labor to participate has been the acceleration of a trend away from a conception of the social agency as a dispenser of charity. Chest agencies were, not so many years ago, regarded by many people as the spiritual successors of Lady Bountiful; too few thought of them as agencies providing real service in the fields of health, welfare and recreation.

Labor has been able to help, through its influence in policy making as well as its efforts at interpretation, in changing this attitude and changing the anachronistic aspects of community service which perpetuated it. The citizens of most communities now recognize that these agencies are doing a commendable year-round service quietly and effectively, without stigmatizing those whom they aid. Labor is proud to have had a part in working for a community climate in which it can truly be said that "Everybody Benefits—Everybody Gives."

Chest Within the Chest

The question of how best to solicit contributions from industrial plant employes will stand high on the list of community chest problems this fall. Management is frankly restive at the thought of a return to the big bang-up plant campaigns of the war years. Labor groups, too, are feeling the effects of a campaign fag. Everywhere the protest is against "too many campaigns," and the call is for "something to be done" about federating national appeals into one effort. In the absence of this kind of federation, more and more big companies have taken the matter into their own hands and are setting up their own campaign federation, outside the chest. They are called by such names as "The Blank Corporation Employes Welfare (or Civic or Community Services) Fund." Such funds are supported by a regular deduction from each worker's earnings, from which all employe contributions are made to chests or to independent agencies. The Three C's has just made a study of three specific plans of this kind—namely, those in Bridgeport, Conn., Canton, Ohio, and of the Carnegie-Illinois Steel Corporation of Pittsburgh and elsewhere, pointing up their good and bad features. Among the former are these:

1. The complete federation of major appeals into one money raising operation, within employe groups.

2. The elimination of repeated costly

(Continued on page 288)

Why We Give

LILIAN BRANDT and THOMAS DEVINE

Motives for giving are rarely found "free" in the chemical sense like free oxygen. One is reinforced by another or inhibited by another, and our decisions spring from the interplay of many conflicting forces.

Thus it would not be easy for any one of us, even with the most candid intentions, to set down accurately the reasons why we have given our support to this or that organization, and why we have given a particular amount. Intellectual and esthetic feeling, as well as social and religious considerations, are involved.

Nonetheless, informal observations of ourselves and other human beings yield clues to the major motives for giving.

Sympathy for Suffering

The fundamental, primitive and probably instinctive, desire to relieve physical suffering is still no doubt the most general and the strongest of all motives. When an earthquake or a fire or a flood destroys lives and property, money pours in—sometimes much more than is needed. A shabbily dressed man with a deformed hand or other handicap can collect more than a day's pay in a few hours of begging, and this in spite of his professional air or laws against mendicancy.

Here then is the basis for most campaign pictures or human interest stories. There is a limit, however, to the effectiveness of even the most inspired devices for stimulating the imagination. Tragic photographs of starved children and skeleton babies fail nowadays to bring the response which could have been counted on a few years ago. This may be partly because the more we have learned about the needs of the war-ravaged countries, the more overwhelming they have seemed. Even with the utmost ingenuity in indicating what a small contribution will do, the individual donor loses his sense of responsibility, and unconsciously assumes a mental attitude not unlike that with which we face a cataclysm of nature. When horrors become commonplace they cease to arouse sympathy and emotions become fatigued, like the frog's muscle in an experiment. Larger doses of stimulation must be applied until the point is reached at which it is impossible to excite any response.

Desire for Divine Approval

The belief that gifts are acceptable to God and even constitute a claim for reward after death is still an active factor in the minds of many. How far society should recognize such motives was legally questioned a number of years ago. A woman who left her entire fortune to charities explained that she did this because she was convinced that her future welfare demanded it. The court, however, on the appeal of the family, set aside the will on the grounds that she had been suffering from a delusion. More are influenced by the general teachings of religion which have established in their minds the conception of charity as a virtue.

To Meet Expectations

Desire for social esteem—or its negative aspect—are undoubtedly factors. To contribute may be "the thing to do." It is not only in the imagination of the cynic that a woman ambitious for social advancement may subscribe generously to some cause simply because asked to do so by a woman of social standing who could further her ambitions. On the other hand, merchants may contribute as a form of goodwill advertising.

Aside, however, from the desire to secure social or business advantage, everybody wants to do "what is expected of him"—by his immediate associates and by society in general; and to the extent that he senses what those expectations are, he tries to meet them if only to escape importunity or a disagreeable reputation. He defers to the social conscience—or social judgment or taste, whichever it may be—and his individual taste or judgment or conscience is influenced by it, just as his own in turn helps to determine that of his community. Tags, buttons, feathers, and solicitation in the open—whether by individual beggars or on behalf of organizations—are all methods of exerting the force of public opinion, and imitation to lead people to do what others are doing. True it may be only a pseudo public opinion which is exerted—not so much the common judgment as what ex-president Hadley of Yale once called the "common lack of judgment"—the result of a tissue of slogans which may or may not be true, but which at any rate owe their influence not to their own merit, nor to a discriminating acceptance of them by the public, but merely to the hypnosis produced by sufficient reiteration.

As this is a central principle in all campaigns or drives for funds it is a challenge to the integrity and sound planning of objectives on the part of their organizers.

From a Sense of Belonging

The recognition of interdependence was part of pioneer life. Without special awareness it was unconsciously accepted on the farm and in the small community. With urbanization, industrialization, and stalwart individualism, the sense of belonging diminished for a time. War, the labor movement, and neighborhood developments are a

---

The century was very young when Lilian Brandt's first articles appeared in *Charities,* forerunner of The Survey. Many of her early contributions to research, writing, and teaching were when *social work* was growing out of *constructive philanthropy.*

In 1920, Miss Brandt wrote an important little book, "How Much Shall I Give?" The analysis on these pages of "why we give" stems largely from one chapter of that valuable text book. It is written following consultation with Miss Brandt who retired a little over a year ago.

Her answer to the question which titles her book follows:

"A man can afford, and ought, to contribute . . . such a part of his income as his *informed intelligence,* guided by a sincere concern for the *common welfare,* dictates; and this amount he can afford, and ought, to give, 'even though he be the poorest man in Israel.'"

The words "informed intelligence" provide the key to sound social work support—a basic challenge to agencies and to citizens.

THE GIVER WITH AN *INFORMED INTELLIGENCE* DOES NOT—

pay for or return unordered merchandise. There is no moral or legal obligation to do either

buy "benefit" or raffle tickets without finding out who, besides the charity, benefits—and how much

become misled by a deliberate similarity of names or uniforms. The Saved Army "SA" is not the Salvation Army

send packages in response letters from unknown individu without checking with a reco nized foreign relief agency

few of the forces which have been contributing to its revival.

The renewed sense of consciously belonging to a group or a community is a development to which the chest movement has itself contributed, and from which it benefits. The national slogan, "Everybody Benefits—Everybody Gives," appeals to this sense of belonging, and many contributions spring from a natural desire to share in a community effort.

Because of Familiarity

Familiarity is a great asset to any agency in its relations with the contributing public. Its age, the character of its work, its success in public relations, are all factors in determining how well it is known. The mere fact that an institution has been operating for eighty-five years and that its name "means something" to the average citizen creates a presumption in its favor. A trademark like the red cross, the double-barred red cross or the red feather helps to establish identity and spread familiarity. A hospital or home for children, with its conspicuous buildings and easy appeal to the imagination, or uniformed services such as nursing, scouting or the Salvation Army, have advantages over an agency of lower "visibility" whose plant consists of desks and filing cabinets and telephones, housed in a few rooms in an indistinguishable office building. Mere repetition of an appeal, year after year, if it reaches a large enough audience, will have a cumulative effect if there are no counteracting influences. A certain proportion of the old contributors will be held each year, new ones attracted.

An impressive example of what can be done in this way is offered by the appeal for "Hundred Neediest Cases" published each fall by *The New York Times*. The first year only a fraction of the amount needed came in, $3,600. For more than a third of a century the amount has increased nearly every year. Last fall's appeal produced a hundred times the amount raised the first year.

Through a Sense of Loyalty

Loyalty is a very powerful force in determining contributions. This may be a high form of loyalty, compounded of affectionate interest and intellectual approval, as exemplified preeminently in the support given by alumni of colleges to their alma maters.

Instead of intellectual approval, the desire that something with which one has an association should make a good showing may combine with affection, to inspire gifts. To make them may become a matter of family tradition, handing down from one generation to the next a loyal concern for particular agencies. In its lowest form loyalty may turn into inertia, as in the case of people who keep on giving a certain amount year after year to a certain list simply because for one reason or another they or their parents began once upon a time to give those particular amounts to those particular organizations.

For the Zest in Doing Good

Another powerful motive force resides in the exhilaration which results from "doing good," that is, from intending to do good, for the average heart does not require assurance of the result. This is an able adjunct to the stimulus of sympathy. In its crudest form it is the "glow" commonly associated with tossing a coin to a beggar. In a more refined form, and combined with the patriotic desire to "help win the war," it was largely responsible for the popularity of the agencies which undertook to contribute to the morale of the fighting forces and their families. It is one of the basic elements in the appeal of the peacetime program of the American Red Cross.

Sense of Fear

Fear has never influenced large numbers of American donors in the sense that lavish public relief in the days of the Roman Empire was motivated by the desire to "keep the lower classes quiet." Nonetheless, during the depression years demonstrations unquestionably dramatized unemployment, instilled a sense of apprehension among those in positions of authority or influence, and affected both contributions and tax appropriations.

During the depression, a campaign director sent a "proposed poster" to prospects for big gifts. It showed an idle workman's hand with, in the background, a shadow of the hand clenched and the question, "Dare you let desperation fester?" Objections to the poster were prompt and positive—the constructive effect on contributions noticeable.

On the other hand, community chests and unemployment relief funds which adopted the slogan, "It might be you," were uniformly disappointed in the reaction of the general public.

Because of a Social Philosophy

To some, the support of private social agencies is linked with their general opposition to the expansion of public services coupled with their greater confidence in voluntary boards of directors and executives. This point of view was widely stressed during the early years of the depression before the

We are indebted to the former editors of "48" and the artist, John Taylor, for permission to use the illustrations showing what an informed contributor does not do.

become dazzled by an impos-
ng list of sponsors. The use of
ames is sometimes unauthorized,
ometimes authorized carelessly

fall for high pressure tele-
phone solicitations. A request to
"write me about it" usually ends
the matter

shell out to collectors who beg
for loosely defined church benev-
olences or obscure charities

give indiscriminately to tag
days without knowing the spon-
soring organization and the pur-
pose of the collection

advent of public unemployment relief no less than social security. In his support of the first Mobilization for Human Needs in 1931, President Herbert Hoover emphasized the importance of giving as a means of avoiding public assistance, particularly from the federal government.

This viewpoint was expressed by W. M. Kiplinger in a recent editorial in which he stated: "If charities are to be financed by public money, then businessmen will simply pay in taxes what they would otherwise pay in private contributions, and most of them will pay more by the tax route." "It takes only a little arithmetic to suggest that private donations represent a 'bargain.' They are more 'economical.'"

However, most leaders in social work now encourage the development of both effective public services—and effective voluntary agencies in complementary fields.

From Intellectual and Esthetic Forces

Modern interest in health and welfare activities has its longest and strongest roots, not in impulse and concern for suffering individuals, but in *reason and concern* for the general welfare. It is intellectual and esthetic. Endowments for scientific investigation, for the study of social problems, and coordinated social planning for the support of colleges and universities, for federated financing *per se* and similar gifts, are due primarily to the conviction that the best way to promote human conservation and social advance is by facilitating research, the diffusion of knowledge and know-how, and planned administration of services.

Organized efforts to improve living and working conditions have their roots in the sense of justice and common decency, as well as in the feeling of benevolence. These considerations have been active in developing the housing movement, health, education, youth services, and other preventive and constructive programs. Neglected children, forlorn old men and women, prostitution, unnecessary disease, unsanitary housing, and all the rest, have become not so much matters of conscience as a challenge to intelligence, taste, and progress. The mind condemns such things as both undesirable and unnecessary and therefore foolish anachronisms, as we lift the levels of life in our American democracy.

Why We Volunteer

CLARICE PENNOCK* and MARION ROBINSON

When Alexis de Tocqueville, the French political philosopher returned from his study of American democracy to lecture to his students he is reported to have prefaced one of his lectures by a remark which may be roughly paraphrased as follows: "These Americans are a peculiar people. When some citizen in a community decides that something is needed, he thereupon communicates this sense of need to his neighbors. Promptly, a committee is brought into existence. And, in a very short time this committee has begun to meet the need. All of this done without reference to any official or any bureaucracy."

Commenting upon this phenomenon, he then pronounced what he termed a law of democratic health which might be stated thus: *the health of a democracy is to be measured according to the quality of functions performed by volunteers.*

The phenomenon which so astounded de Tocqueville is so important a part of our American way of life that today between thirty and forty million citizens volunteer part of their leisure time to assist in the programs of social, health, civic, religious, and political organizations in countless ways ranging from manual and clerical labors to fund raising, to the responsibility of formulating policies and programs in board and committee groups. During World War II, eleven million citizens who had never before participated in these activities, were recruited for wartime programs, and many of them have continued in peacetime volunteer jobs.

The complexities of modern living are reflected in the structure and program of our social, civic, and political organizations and thus the job of the volunteer has become more complicated. The need for thorough volunteer training, long recognized but largely unmet, became more urgent in the crowded war years. A courageous

*Mrs. Pennock is a member of the Vassar Summer Institute faculty, as well as a member of the Committee on Citizen Participation.

effort was made, with some success, to tackle this vital problem in the midst of tremendously extended wartime programs; but many different kinds of organizations came through the war with this item well up on the priority list of things still to be done.

If the job of the volunteer has become complicated, so has planning for the kind of training he and she requires. Chief among the questions raised in this connection, particularly in social agencies operating on a philosophy grounded in mental hygiene principles, is the problem of motivation. If training is to start where people are, it seems well to know why volunteers offer their services. What do they hope to give and to get? Is the act of volunteering a fulfillment of citizenship responsibilities? An escape from frustration in other areas of life? An expression of concern for people? A desire for prestige and recognition?

The Advisory Committee on Citizen Participation of Community Chests and Councils of America and the National Social Welfare Assembly, is one of the groups currently attempting to wrestle with this question in connection with its services to a great national network of agencies and organizations to whom the volunteer is a *sine qua non*.

This summer the opportunity for an unusual experiment fell into the lap of this committee. In conjunction with the Vassar Summer Institute of Family and Community Living, directed by Mary Fisher Langmuir, head of the institute, the committee sponsored a three day symposium, July 16-17-18, with Eduard C. Lindeman, professor of social philosophy, New York School of Social Work, acting as chairman. Flanking Dr. Lindeman as panel participants and discussion leaders were Rev. Charles McCormick, chaplain, Vassar College; Dr. Albert N. Mayers, practicing psychiatrist and psychoanalyst of New York City; Dr. Julius Schreiber, director, National Institute of Social Relations, Washington, D. C., and Goodwin Watson, professor of education, Teachers College, Columbia University.

Symposium

A well-rounded picture of the 164 participants of the symposium group was obtained in advance by means of a questionnaire, devised by Mr. Watson in consultation with other leaders. Besides giving "face sheet" facts about these members (see table, page 276) and facts about their volunteer activities, the questionnaire was designed to show attitudes of the discussants toward themselves, their daily lives, their families, and their volunteer jobs. About 75 percent were currently involved in volunteer work in their home communities, chiefly in church groups, PTA, Red Cross, and social welfare agencies. Thirty percent were also doing work in connection with political and community organizations. (When asked what they would like best to do, the majority indicated work with PTA and social service agencies while the minority indicated political, community and church organizations.)

Eduard C. Lindeman and Mary Fisher Langmuir

From 50 to 90 percent of the symposium members had had experience in the following activities: attending committee meetings, fund raising, making speeches, chairing committees, arranging social gatherings, leading clubs of boys and girls, and helping in the kitchen. Asked to show likes and dislikes of common volunteer activities, the members listed their "likes" in this order: serving on committee, leading clubs of boys and girls, making announcements, chairing committees, discussing policy issues, leading adult discussions, and helping in the kitchen.

"Dislikes" appeared as follows: asking for money, keeping financial records, keeping minutes of meetings, presiding at large public meetings, telephoning lists of people, and organizing large meetings. Liking to make speeches had a very slight edge over not liking to.

As to the reasons why people volunteer, 89 percent of all the members thought volunteers (other than themselves!) felt the need to have an outside interest, 84 percent thought they were also motivated by the desire to do something useful, 78 percent thought part of it was because of enjoying prestige and importance. "Because you meet interesting people," "because you are prodded by a need felt for self or family," and "because friends are working at volunteer jobs" were also high on the list. Half thought the fact that "it's the thing to do" also entered, and a little over a quarter attributed other people's volunteer motivations to "can't say no."

As for their own motivations, 79 percent of the participants said they undertook their jobs because of their desire to do something useful, about 57 percent said too that they felt the need of an outside interest, and almost half said they did it because they meet such interesting people and because they were prodded by a need felt for themselves or their families. Thirty-two percent admitted to enjoying prestige, and 22 percent said it was because they couldn't say "no." Seventeen percent thought they did such work because their friends were doing it, and less than 8 percent said it was because they thought it was the thing to do.

By means of a check list, the symposium members characterized the volunteers they knew as being above average in energy and drive, hard working and willing to give time generously, good workers, able to work well with professional people, above average in intelligence, warm hearted and sympathetic. A little less than half thought volunteers were apt to have a good sense of humor; and to enjoy dominating, running things and getting results. Only seven people thought that these folks were apt to be bores and very dull to talk to.

Looking Inward

From questions relating to their personal lives, the members revealed themselves as happy persons and, for the most part, contented alike with their work and marital status. Eighty-seven percent rated themselves as "above average," "well above average," or "in the top 10 percent of all the people I know" in happiness. Only two people checked "well below the average" for this question. The sources of satisfaction in their lives seemed to center in intimate personal relations—with children, spouses, or friends. Reading was also a primary source of satisfaction to more than three quarters; and art, music, travel, and work were rated high in satisfaction by 50 percent or more. A quarter of the group rated their work in political or social action as a source of satisfaction. Eighteen percent put movies into this category and 16 percent checked religion.

Only 16 percent would change their

marital status (if they could do this "by pressing a magic button"); and only 26 percent would choose to do very different work. If they could live their lives over again, knowing what they do now, 49 percent said their lives would be "a little different"; 29 percent, "very different"; and 20 percent "much the same."

Forty-nine percent thought they made friends fairly easily and half to two thirds could count among their real friends persons of different political or economic views, and persons having economic status above or below their own. Seventy-three percent "sometimes" enjoy being with a group (rather than "never" or "always,") but 40 percent felt they did their best intellectual work alone. Sixty-two percent "sometimes" feel "seriously inadequate or inferior to others"; 18 percent "rarely"; 15 percent "often." Only two persons checked "never."

Recurrent Theme

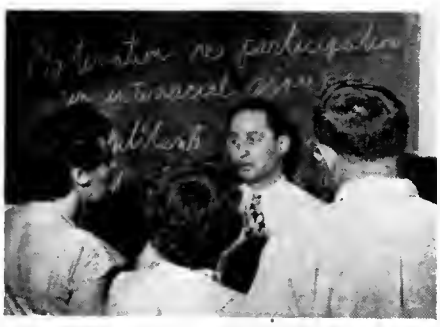
It would seem that volunteers, no less than trainers of volunteers, are interested in the question of motivation. For this was a subject that was examined, reexamined, abandoned, and returned to during the two evening discussion meetings of the total membership, as well as the smaller roundtables, each led by a symposium "expert."

Personal testimony, in the early part of the symposium, was more specific than the questionnaire had allowed for.

"I have so much energy," said one young matron, "I just have to do something." "I am scared by the wave of reaction in this country," offered a woman of more mature years, "so I feel it important to try to do something about it." Said a housewife, "I'm an educated woman, and I felt I wasn't making enough of a contribution by keeping house and bringing up children." "It's more than that," said another young mother, "I became active in PTA because I felt my interest in my child should extend beyond our life in the home."

As the discussion moved on, one began to sense an uncomfortable feeling that "getting something out of" volunteer work wasn't quite desirable. The word "selfish" was used thoughtfully a number of times, but none knew quite where to apply it. It was agreed that when a need comes close to you, such as firsthand knowledge of the need for education on tuberculosis or cancer, then you are more apt to have conviction about it and work enthusiastically for the cause. Yet there seemed to be a fear that one might have a rewarding experience at the expense of the people being served. It was important, said one discussant, to be sympathetic, but important also to guard against being superior or intrusive. "That's the reason I think you've almost got to choose work that's bound up in something you yourself are primarily concerned with," said a young woman, "because then you have something in common with the people you're working with. And I think you ought to let them know it." Another discussant was less trusting of human nature. In order to protect people who were being served, she wondered if there ought to be volunteers at all. Why not have all paid people do the job? The members rose in protest. There's not nearly enough money, said one. Services would have to be curtailed, said another. There's no agency that can get its work done without volunteers, said a third.

In one roundtable, a pragmatic test was applied, by general consensus, to the case, offered by a participant, of the person who found an outlet in volunteer work because of dissatisfaction with her marriage. The fact that this anonymous volunteer was an unusually productive worker seemed to settle the question. After all, they seemed to be saying, it's the quality of the product that counts. In another section, this question of "giving and receiving" was discussed in somewhat philosophical terms, with the ultimate conclusion that a mutual exchange between



Members of Dr. Albert Nordhoff Mayers' roundtable in post session continuity

people was the objective to be striven for, rather than much emphasis on either giving or getting.

The other side of the coin, undertaking volunteer work out of a grim sense of duty with little or no thought for personal satisfaction, met with strong objections in another roundtable. Though they acknowledged that there was, in the result of the questionnaires, a marked discrepancy between the amount of volunteer work done by those answering, and the ratings of this work as a primary source of satisfaction, this roundtable was challenged by, rather than content with the implication. "You can't put volunteer work into a pigeonhole," said one, "because it's not apart from living." "You do volunteer work because you are what you are," said another, "it comes naturally, like breathing." "Why don't we say something here about the fun of working with others?" said an experienced volunteer. "Especially when it's for something you really believe in," added another. "Sure, there are tough spots," offered a young matron, "but it's like family life—your ultimate goal carries you over the bumps. And the net effect is fun."

What are some of the factors which make volunteer work take on a grim aspect? The problem of "power and control" was offered in one meeting as a frequent frustration in entering or continuing volunteer work. "People who are interested in political action are stymied to start with by local politicians," said one young man. "How can you come to grips with a thing like that?" "It's not only in political action that you come up against that," said another spirited young person. "How about the 'vested interest volunteer,' the kind that runs everything?" In the ensuing discussion, it seemed clear that most people who got into a controlling position got there, not always by their own ambitious efforts but often also because of the apathy of other volunteers. "Such people are usually capable" said a discussant, "equal to most kinds of jobs, and the others just let them do everything." It was in this meeting that one person concluded aloud that both the volunteers who are duty-bound and pretty grim about the whole thing, and those who hang onto power are really reflecting personal insecurity. How can we get at that, was the immediate reaction. "Learn to accept ourselves where we are, and others too, where they are," diagnosed an experienced volunteer. The reason this is so hard, the roundtable decided, is because of our ego needs, our hostilities, our fear of everyone and everything that's different from what we are or think or believe.

Part of the reason for interest of this roundtable in motivations proved to be a need to know how to invoke and sustain enthusiasm in others. Again, personal experience yielded sev-

eral valuable clues. "I got interested in the Palestine situation, because of the suffering of the DP's," said one woman. "It seemed to me the situation was so serious, I guess I responded to the need to do something about it. Now I feel the program of my organization is so interesting, I just have to get to meeting." "I chose the PTA," said a business man, "because I felt that was something I could do something about." "I responded to a need for my particular training," said a doctor. "When any discussion touches my profession, I enter in because I have a contribution to make." Another described how he had been recruited by members of an organization who showed that they knew of his special skills. "I was impressed," he said, "that they had taken the trouble to find out something about me."

All God's Chillen

Quoting the questionnaire as revealing that 62 percent of the participants had indicated that they *"sometimes* felt seriously inadequate and inferior to others," Mr. Watson suggested in the first evening's panel discussion that a factor in this phenomenon was our competitive culture. "We are always having to compete with others," he said, "the next baby, the other kids in the neighborhood or in school. We compete over marks, rank, social lists and income." Someone offered that, in relation to volunteer work, there was a difference in feeling inadequate to a specific job and feeling generally inadequate as a person. What were the specific jobs that people felt inadequate about? Fund raising topped the list, with learning to build program and learning skills for political action coming next.

Why do we hate to ask for money, was the next question. There was rapid fire response from every corner of the room. "There are too many causes. Your friends begin to avoid you." "You hate to alienate your friends." "You know people are short these days, and you hate to embarrass them." "You're afraid your friends will begin to put the bite on you for *their* causes." "That's just it. The basis of fund raising seems to be that friends approach friends to embarrass them into giving." "In a small city where everyone knows everyone, if you don't give, you're on the blacklist." "In my village, you feel so sorry for the poor people who come around asking for money for things, that you give, if only 25 cents to make it easier for them."

When the chairman asked for a show of hands as to whether people would rather approach strangers than friends to ask for money, the strangers were favored by a great majority.

The symposium experts had several comments to make: perhaps asking a person to invest in a cause made one more aware of the imperfections of it; it might be helpful if one could consider oneself a kind of guidepost in soliciting money, letting friends know of a satisfactory way to give to something productive; success in money raising depends on the kinds of persons involved, the amount of conviction a person has and the popularity of the cause, since some causes appeal only to selected groups.

About The Vassar Symposium

Men	16%
Women	84%
Single, not engaged	15%
Married, no children	8%
Married and parents	68%
Between 21-29 years of age	15%
" 30-39 " " "	43%
" 40-49 " " "	32%
Some college work	24%
B.A. degree	20%
Some graduate work	36%
M.A. degree	15%
Doctorate degree	5%
Teacher	43%
Home maker or Housewife	42%
Business man or woman	9%
Social worker	4%
Income of $6000 or over	46%
$3000 to $5999	34%
$1500 to $2990	11%
Less than $1500	2%
Usually Democrat	32%
Usually Republican	20%
Support 3rd Party now	24%
Uncertain	20%

A dissenter arose to say that, after all, it was the cause, not the fund raising, that mattered. "It may not be perfect," she said, "but it's almost always better than nothing." She was joined by another young woman. "I have the courage of my convictions," she said, "that is, if I have a conviction. And I am not afraid of being turned down."

Working in Groups

"What is it," asked one young woman, in a small discussion meeting, "that makes us uncomfortable about working in a group? My palms get wet when I have to get up and talk like this. But when I'm once on my feet I don't mind." Her sentiments were echoed in several sessions, though early in the symposium, members had agreed that we do need to work together. However, they had added, most people "have to figure themselves out first," or as another person put it, "get inward integration first." Pointing to the questionnaire result which showed that 40 percent of the members thought they did their best intellectual work alone, rather than with others, both Dr. Schreiber and Dr. Watson brought out the fact that we tend to use the system that works for us in early life. This they connected with our tendency in this country to emphasize the individual approach. An Australian visitor testified however that in the conservative schools of her homeland there is much less pupil participation than is enjoyed here, and that at first she had found the group discussion in this country "completely confusing." Rev. McCormick added that our system emphasizes answers rather than process or people. For example, he pointed out that a low percent of the questionnaires returned had indicated satisfaction from social and political action where answers must evolve, whereas it's really the process and people that count.

Clues for Training

The first rule of the good training course for volunteers, said one member, ought to be to help people "develop at-homeness with themselves." Others questioned whether this could be given by training. "Doesn't that have to come from within?" asked one. At least training could help people understand their own needs and motivations, as well as something about human behavior, was the answer. Then, too, there is the confidence-giving effect of learning one's best skills and capabilities. Another discussant thought training should take place "in an atmosphere of friendliness, encouragement and support." "It seems to me," she said, "that this, more than anything else would draw and hold people." There was general agreement with Dr. Schreiber as to the importance of training in the dynamics of human behavior through group discussion.

Two of the small discussion meetings returned proposals that guidance laboratories for volunteers be experi-

(Continued on page 288)

Whither Federation?

LYMAN S. FORD

Director, Health and Welfare Planning
Community Chests and Councils of America

In 1925 there were 240 community chests in the United States. By 1935 there were over 400. During the next decade the number doubled, and today we find some 1,100 chests registered with the national association, Community Chests and Councils of America. How many hundred additional small communities have some type of annual federated campaign, no one knows.

The almost phenomenal spread of this basically simple idea has exerted tremendous influence on the entire health and welfare field. Chests occupy a strategic position in every important community in the United States, with the single exception of New York City. The future of chests and federated financing, therefore, is one of the vital community and social welfare issues of the day.

To understand the future, one must understand the past. The fact above all others which constantly must be kept in mind is — community chests *grew* in this country—they were not "organized." Each one was established upon the initiative of the community in which it is located. They were not set up as units in a national movement but as the result of the local community's effort to solve for itself the troublesome problems of wasteful competition, inadequate financing, and disorderly development in the voluntary social welfare field.

In other words, federation is an idea and a method—not a movement. It is the future of this idea and this method which is important. Chests as organizations are involved only as they represent the media through which communities are attempting to realize the benefits of federation.

That communities prefer the federated approach to the support of health and welfare services is indicated by the negligible number of instances where a community has given up the federated plan after once having had experience with it. The increased amount of money raised; the increased number of contributors; the development of new groups of contributors such as corporations and employe groups; the stimulation and support of total community social planning, and the saving of time and energy in the raising of funds all constitute striking evidence of the sound benefits to be secured from federation. At the present time there is every evidence that the citizens in local communities are even more convinced than before of the values of federation and desire an extension of the principles to cover a larger part of the local appeals problem.

Of course there are problems and even some real dangers involved in the operation of federated money raising systems. Not all experience has been good and not all results constructive. Also, now that a generation of campaign workers, agency board members and professional workers has passed, many of the problems and difficulties of non-federation days have been forgotten or have never been experienced by current leadership. At the same time, inflationary trends have focused attention on the problems and difficulties of community chest operations.

But even among those most bitterly opposed to federated principles being applied to the causes with which they are connected, seldom is heard the suggestion that we return to the chaotic no-federation days. The question is, can we have our federated cake and eat it too? That does not mean that every last appeal of any kind must be federated. There will always be a few exceptions among the established causes, and there will always be special interest projects and limited appeal movements which have no place in federations. But there is serious question whether the current situation in which so many communitywide appeals are conducted on a non-federated basis in the average community can long endure without serious consequences to all social welfare.

Shall we move forward toward more inclusive or new local federations or shall we go backward to the catch-as-catch-can, free-for-all of pre-World War I days? If the opinions of the average citizens leaders are to be taken as a guide, the answer is overwhelmingly in favor of moving forward.

Thus the question arises, how shall community chests — the r a l l y i n g points for those interested in extending the benefits of federation—meet the challenge of the current situation? A four-point program is suggested:

1. Reiterate the basic reasons for federating appeals.
2. See that federation is always a positive force.
3. Keep the machinery of federation flexible and ready to meet changing needs.
4. Join in a local, state and national program to extend the principles of federation to the so-called "non-local" appeals.

Go Back to the Fundamentals

There is much in the current situation that can be used to recall the chaos, waste, and universally unsatisfactory conditions which prevailed before chests were organized.

In regard to the non-federated appeals made locally today, are some agencies starving while others get more than they can use currently and efficiently? What about the cost of raising this non-federated money? What about community budgeting? Are there signs of drying up the well of responsible community leadership?

Possibly it is inevitable that cycles shall occur. In one way federation, which is always voluntary in character, does clear the field for those agencies which are not willing to federate. Also, over - restrictive chest policies can force some willing agencies to campaign independently. The cycle can be speeded up, however, by throwing the spotlight on conditions for which federation has at least a partial answer.

One of the strong underlying reasons for the tremendous current increase in interest in federation and all other types of local joint planning and coordination is the fact that in

America we have committed ourselves to solving the problems of interdependency through voluntary joint effort. Many people see in the federation movement a demonstration of how autonomous agencies and individuals can join together in a democratic program which yields the benefits of united action without sacrificing basic freedom and which produces a united force for community betterment greater than the sum of the individual parts.

The basic reasons for the beginnings of federation a generation ago still are valid reasons for bringing an expanding group of services into this voluntary method of cooperation.

Federation as a Positive Force

The purpose of all money raising for social welfare is to make our communities and the world in general a healthier, happier, and more satisfactory place in which to live and raise children. This is accomplished through the organization and support of facilities for the general community welfare and by the provision of services to meet intelligently the problems of those who need a helping hand with some social or physical difficulty.

Federated money raising schemes earn their right to exist by contributing to this fundamental purpose. In addition to saving time and money and promoting coordination and balance in program, they must:

1. Produce more money than could be secured if *all* voluntary agencies put on separate campaigns.

2. Provide for growth in the total program of services.

When speaking of producing more money through federation, it is important to distinguish between more money in total and more money for any specific agency. Promotion of balance and flexibility in the local program to meet changing conditions, an essential element in federation, may sometimes result in a static or reduced appropriation for a particular service. Federation must be judged by its total net effect, and this net effect must add up to progress.

Community chests are the devices which communities have set up to apply the federation idea to their problems. The job of a chest is not to preserve, protect or promote a movement but to provide for the community a federated means of raising and allocating voluntary funds. As the federation problem changes, the federation machinery must also change.

One of the great strengths of local chests has been their ability to meet and handle new and big problems. In the early days of the depression, chests met the challenge of relief needs in the face of extremely difficult economic conditions by increasing the amount raised from $75,000,000 in 1930 to $101,000,000 in 1932—an important stopgap preceding large-scale federal activity in this field.

The rapid development of public welfare facilities which followed this period was the occasion for another radical shift in chest policy. It is a short time but a long way from the chest poster with the broken loaf of bread to the slogan "Everybody Benefits—Everybody Gives."

Again, during World War II, chests rose to the situation and handled the appeals of national war agencies in virtually every community where chests existed.

Flexibility of chests in meeting new demands is tied up with the question of plateaus or ceilings in the giving level. The well-organized federated campaign results in a higher level of giving all along the line and the maintenance of continuity in this level from year to year. A difficulty is that this level sometimes tends to act as a ceiling as well as a floor so that one of the perennial problems of federation is how to break through these giving levels.

Experience has demonstrated amply that the limit on the amount a given community can raise in its annual federated campaign is much more closely related to community attitudes and to the state of mind of community leadership than it is to any basic economic ability to contribute. The problem to be dealt with, therefore, is this community state of mind.

Over the years, chests have changed the level of giving in two ways. In the period between the depths of the depression and the outbreak of World War II there was a slow but steady increase in the amount raised by chests in most communities in line with what might be considered the normal development of health and welfare services. This was in contrast to the sharp rise in the giving level which was brought about by the inclusion of war appeals in local chest campaigns.

While it is reasonable to expect the "inching up" process to take place again in these postwar years, as it showed evidence of doing in last fall's campaigns, this has been sufficient to do little more than keep up with steadily increasing costs. In order to bring about any significant change in the giving level and thereby enable chests to include a substantial number of the currently unfederated appeals, there must be some more dramatic and more dynamic stimulation. It is possible that there is such a potentially dynamic force in the almost universal frustration and irritation on the part of local leaders with the current situation of multiple appeals. It would, therefore, seem realistic for chests to start with the potential dynamic in any effort to increase giving levels. It would also seem clear that in keeping with their tradition of flexibility and readiness to meet new problems that chests have a responsibility to give leadership, directly or indirectly, to their communities' effort to meet the multiple appeals problem.

National Programs

Not all, but a significant part, of this problem consists of the so-called non-local appeals. First, there is the large group of national service agencies, many of which have local units in chests and receive chest funds in the form of national dues. No satisfactory system of financing these services has ever been worked out, except in a few individual cases. But more important in this connection are the nationally conducted campaigns for direct contributions for such causes as Red Cross, heart, cancer, poliomyelitis, crippled children, tuberculosis, social hygiene, hearing, blindness, mental hygiene, foreign relief, and now the reactivated USO.

In general, communities have not been successful in applying to this type of appeal the principles of federated financing. Even a cursory survey of the relative amounts raised by these different groups and their various quota and campaign plans reveals a startling picture of unbalance and disorderliness in our present system of supporting these necessary national health and welfare services.

To diagnose the problem and to prescribe federation is rather simple. Actually to take steps in this direction is a tremendously complicated and difficult matter. But steps are being taken. Nationally, locally, and at the state level the things that can be done are being done. In this multiple approach at every point where it appears any progress can be made lies

the only hope of success. Local leaders who are sold on federation can make their greatest contribution by taking all possible measures to set the stage for federating non-local appeals in their own communities and by vigorously supporting state and national efforts aimed in this same direction.

Nationally, the National Information Bureau, the National Budget Committee, and the National Quota Committee are all moves in the direction of federation. They will have real meaning only to the extent that local citizens and local federations back them up.

But national action alone will not be effective. There are at least two local steps that have been taken by many chests and are recommended for serious consideration by all communities.

The first is for the chest deliberately to assume responsibility for leadership in the community in its efforts to handle non-local appeals.

The second thing is for the chest to adopt what is somewhat loosely referred to as the "open door" policy. This merely means that the chest says to its community that it believes in federation and that it believes any health and welfare appeal which the citizens have demonstrated their willingness to support or which has a legitimate claim upon the community can be handled more efficiently and effectively in a federated campaign. Some cities may wish to implement this policy by urging all agencies which are qualified and willing, to become participants in the chest immediately; others may feel it is better strategy to give full support and cooperation to a second communitywide federated campaign with the idea that the two drives might eventually be joined.

Regardless of the course which is pursued, the important thing is to make it crystal clear that it is not the chest which is standing in the way of an extension of the federated plan to non-local appeals.

Many communities feel that a further local step should be taken—that some type of citizens' group outside the chest should be established to deal with the whole problem of multiple appeals. This point of view is based on the theory that chests may be accused of being the "dog in the manger" and that if the chests are to raise more money they must be in a position of responding to a very definite community demand backed up by some expression of willingness to help carry the extra load. A number of cities have established appeals committees. In most cases, however, they have been organized, not around the problem but around a special device or activity which might be employed, such as an endorsement or screening process. A recent review of the experiences of such committees is not impressive. This is probably due to over-emphasis on the rather negative activities of screening and endorsement.

This experience does not mean that the organization of a strong and broadly representative community committee cannot be a very useful device. However, such a committee possibly might be better called "Community Appeals Planning Committee" and be set up to study and recommend action regarding the entire problem of multiple appeals. Review and endorsement would be a possible function of such a group but not its principal focus.

State Action

Many people feel that there is a chance for a stalemate if only local and national activities are carried on. They look to the state as a possible level for bringing together the local and national approaches into an effective program of federated financing of social welfare. A number of states have taken action, with the greatest progress being made in states where the activities involved a carry-over of some of the State War Chest facilities.

Just as each community has traditionally gone about the development of federation in its own way, each state should and undoubtedly will make its own unique approach to the problem. As was pointed out in the resolution adopted by some thirty national lay leaders at a meeting in Chicago in December 1947, the possibilities for action range all the way from mere study of the problem and provision of information, to the operation of a full blown state chest. Some form of state financial federation in the social welfare field seems inevitable.

Whither federation? The writer's guess is upward and outward to new levels and to new areas of usefulness and positive contribution to the general welfare. The next twelve months will be a key period in determining the actual answer to this question. To a large extent, the answer will depend upon the statesmanship and vision with which federation leaders make decisions on the issues which have been discussed here.

Chaositis

Something is wrong. While the public has not become generally aware of it, health and welfare agencies have a bad case of "postwar chaositis."

The root of this conflict is money.

. . . health and welfare agencies—governmental and private—spend around $15,000,000,000 annually. Consequently, the charge that the American people are becoming less concerned about the health and welfare of their neighbors would seem to be open to serious question.

. . . Inevitably the point was reached where, in the larger cities, scores of drives were being conducted simultaneously. The cost in time and money was becoming prohibitive.

Eventually the conviction arose that people should "give with the head instead of the heart," and that their gifts should be used in the same common sense way. Out of this conviction grew the community chest, which now functions in 1,100 communities.

After the war, however, there was an epidemic of "multiple campaign fever." Money was plentiful. Everybody had a cause. And the woods were full of promoters . . . .

Oakland, Calif., illustrates the postwar trend. When the chest was organized in 1923, more than fifty agencies consolidated their campaigns. But in the year ending June 20, 1947, the chest drive was only one of thirty-two conducted by organizations with local offices. Sixteen additional campaigns were known to have been conducted by mail . . . .

The American people have demonstrated that they will provide enough money to meet the need. Now it appears that they may be ready and able to demand—and rightly so—that it be "wisely distributed and efficiently used."

From Oren Stephens' article in The Nation's Business, *May, 1948.*

THE COMMON WELFARE

Washington Roundup

Amendments proposed to broaden and liberalize the Displaced Persons Act, passed by Congress in regular session in June, were not acted on before adjournment.

The complexities of the present act and the "inadequate" appropriation of $2,000,000 for its administration, will, according to Ugo Carusi, recently appointed displaced persons commissioner, slow down the first year's admissions so that only 40,000 DP's will be able to enter the country. A request for a deficiency appropriation of $2,000,000 to implement the act was denied by Congress.

Mr. Carusi heads a commission whose members include Edward M. O'Connor, an executive of the National Catholic Welfare Conference-War Relief Services, and Harry N. Rosenfield an assistant to the Federal Security Administrator.

National Heart Institute

In August, the U. S. Public Health Service formally launched the new National Heart Institute, authorized by Congress in regular session as a specialized division of the service's National Health Institute at Bethesda, Md. Purposes of the new institute include: research into the causes, methods of diagnosis, treatment and prevention of diseases of the heart and circulation; training of research workers, and provision of grants-in-aid for training, instruction, and traineeships in matters relating to the diagnosis, prevention, and treatment of heat disease patients, including refresher courses for physicians; support and stimulation of the efforts by the states to develop adequate community programs of heart disease control.

The institute is to have a national advisory council of twelve members, six of whom must be leaders in the field of fundamental sciences, medical sciences, education or public affairs; and the other six selected from authorities in the field of heart disease. Dr. Cassius J. Van Slyke, of the service, has been appointed director.

The measure had the active support of the American Heart Association and the National Heart Committee, which earlier in the session, had also played a major role in securing an appropriation of $2,644,088 to the USPHS for studies of heart disease.

As it was originally passed, the measure providing for establishment of the Heart Institute carried no appropriation. Following a request from Federal Security Administrator Oscar M. Ewing for a deficiency appropriation of $6,730,000, Congress appropriated $500,000 to this end just before adjournment. Comparing this sum with an item of $492,000 provided by Congress on the same day to combat the Golden Nematode, a bug which attacks Long Island potatoes, Dr. Howard Rusk reports, in *The New York Times,* that heart disease today affiicts about nine million Americans and causes one death out of three. Despite this toll, according to Dr. Rusk, less than two hundred hospital beds the nation over, are set aside for clinical research in diseases of the heart, and only 199 of our 135,000 practicing physicians limit their work to this field.

WHO Membership

On June 14 the United States became the 42nd nation to join the World Health Organization. A resolution to this end was passed by Congress and signed by the President just in time for this country to send full-fledged representation to the first World Health Assembly which opened in Geneva on June 24.

A one-year withdrawal clause attached to the ratification made it necessary to refer the question of U. S. membership to the assembly. However, members of the assembly voted unanimously for full membership.

The resolution places an annual limitation of $1,920,000 on the U. S. contribution to WHO's expenses. This is about 40 percent of the agency's budget. The USA representative on WHO's executive board is to be appointed by President Truman with the approval of the Senate, and must be a physician or surgeon who has been in practice for at least three years.

United States representatives at the assembly were: Dr. Thomas Parran, recently retired as Surgeon General of the U. S. Public Health Service; Dr. Martha M. Eliot, associate chief of the U. S. Children's Bureau; and Dr. James R. Miller, trustee of the American Medical Association.

Public Welfare

A measure passed by Congress over the President's veto, in regular session, increases by $184,835,000 the federal share of the cost of the three public assistance programs, but at the same time excludes from social security coverage some 500,000 to 750,000 persons working as commission salesmen, life insurance salesmen, taxicab drivers, and others.

Federal contribution for OAA and aid to the blind is increased by $5, and ADC by $3. Maximum for OAA and aid to the blind is thus raised to $50, and the ADC maximum to $48.

In his veto message, President Truman criticized the proposal to restrict OASI coverage. He pointed out that: "Employers desiring to avoid the payment of taxes which would be the basis for social security benefits for their employes could do so by the establishment of artificial legal arrangements governing their relationship with their employes.

Last April, the Advisory Council on Social Security, set up by the Senate Finance Committee to study the social security structure, had recommended extension of OASI to more than 20,000,000 workers not now covered; liberalization of eligibility requirements; increase in social security benefits to an amount nearly double that of present benefits; and an increase from 1 per cent to 1½ percent in the taxes levied on employer and employe to finance the program.

A measure which would have made it possible for authorities administering the aid to the blind program to disregard monthly earnings up to $40 in calculating the resources of their clients, was vetoed by the President. In the opinion of the President, the bill "was contrary to the most important

principle on which our entire public assistance program is based—relief of need." Moreover, "the bill would operate to the detriment of many needy blind persons now receiving blind assistance because in many states any new or increased assistance to blind persons who are employed can only be provided through reducing the assistance currently being granted blind persons who are without income."

The bill to establish a Federal Department of Health, Education and Security was not reported out of committee during the sessions.

Children

Congress, which has authorized the appropriation of $100,000,000 for the International Children's Emergency Fund, reduced its appropriation of $60,000,000 ($40,000,000 had been appropriated previously) to $35,000,000. Action to reduce the grant came from the Senate where it was held that part of the fund was being used "behind the iron curtain" for children "who were affiliated in some way with families who were Communists . . . not to the children of parents who favored the democracies"; and because funds appropriated for the European Recovery Plan will provide additional food and clothing for children of countries participating in the plan. ICEF is now providing supplementary food and clothing for about 4,000,000 children abroad.

Dental Research

Another new measure, the National Dental Research Act, is designed to promote research into the problems of dental health and to increase the training of personnel in matters relating to the diagnosis, prevention, and treatment of dental diseases and conditions. An annual appropriation of $750,000 is authorized for this purpose.

The measure establishes a National Institute for Dental Research in the U. S. Public Health Service. This institute will serve as the focal point for research and experimentation in basic and applied research in dental disease. An appropriation of $2,000,000 was authorized for its construction.

The Mailbag

Dr. Daniel Bergsma, who became first state commissioner of health, New Jersey State Department of Health, under enabling legislation passed in 1947, is planning a reorganization of the department and a drive to improve local health services, particularly in rural areas of the state.

The 1947 law gives Dr. Bergsma broad powers to revamp the department, subject to the approval of the Public Health Council, established under the same measure. Dr. Bergsma has outlined his proposals in an article "The Philosophy and Meaning of the Reorganization Plan for the State Department of Health of New Jersey" in the July *Public Health News,* published by the department.

The plan, which has been approved by the council, calls for the establishment of six bureaus to conduct the work of the department. The first, a Bureau of Environmental Sanitation, would be responsible for such activities as control of water supplies and insect and rodent control. The second, a Bureau of Preventable Diseases, would be concerned with the development of plans for the control of the acute communicable diseases. The third, a Bureau of Constructive Health, would include such functions as maternal and child health, mental health, and nutrition. Its director would be responsible for the development of effective, practical plans for increasing the good health of the local community.

The fourth, a Bureau of Laboratories, would provide specialized laboratory procedures for the first three bureaus and for practicing physicians. The fifth, a bureau of local health services, would conduct health surveys and evaluation studies throughout the state, to determine strengths and weaknesses and to eliminate wasteful overlapping of functions. The sixth, a bureau of vital statistics and administration, would be primarily a service bureau to the other five.—*Information furnished by* SURVEY *correspondent Ralph T. Fisher, New Jersey State Department of Health.*

Job Survey

John W. Tramburg, recently appointed director of public welfare for the District of Columbia, has initiated the first comprehensive job survey to be conducted in his department for over twenty years. A job analyst and organization investigator from the U. S. Civil Service Commission has been assigned to the work.

In the twenty years since the last job survey was made, both functions and personnel of the department have expanded greatly. Moreover, the department has a unique public welfare job. As an agency of a federal district, it participates in federal programs on a state basis, and in addition, must carry out the functions of municipal and county welfare organization.

In the opinion of the director, the findings of the survey will make it possible to strengthen the department both in efficiency of performance and in ability to get and hold qualified personnel. —*From* SURVEY *correspondent Mamie L. Mizen, Board of Public Welfare of the District of Columbia.*

Reporting

Improvements in the reporting forms for health and welfare services are increasing the interest in the Social Statistics Project now sponsored by Community Chests and Councils of America. Use of the forms has extended well beyond the fifty urban areas that are official participants in the project.

Bertram J. Block, chairman of the Advisory Committeee, reports that scores of other cities use the forms for standardized reporting. Last January W. T. McCullough's committee released its forms for recreation and group work. An experimental form for camping is being tried out in a few places including, to the committee's surprise, Germany where the U. S. Military Government has reported its use. A committee of national casework agencies chaired by Ralph Pumphrey has approved report forms for family and children's agencies which will be in general use after January 1.

There have been no major revisions since 1939 in the statistical reporting of health services. A broadly representative committee, with Dr. Ira V. Hiscock as chairman, has been selected in cooperation with the National Health Council. The committee will attempt to bring the reporting of statistics in the health field into line with current practices.

All in One Package

A "family unit" report system is currently being worked out, with St. Paul as pilot city, in connection with the community planning and research

project financed by the Grant Foundation and conducted by Community Surveys, Inc. (See THE SURVEY *midmonthly*, October 1947, p. 284.) The system allows for simultaneous reporting of the problems of a family and each of its members in the areas of health, welfare and recreation; and for the services being rendered in connection with the problems by community agencies.

During June social agencies in St. Paul participated in adapting the form for local use. The system will be inaugurated for the month of November, and on the basis of the findings during that month's experience, a permanent reporting system, based on family units, will be installed. Co-sponsors of the project in St. Paul are the Community Chest and Council, the Wilder Charities, and the County Welfare Board. The system will be put into effect by the Planning and Research Council of St. Paul's Community Chest and Council.

Announcements

The National Recreation Congress will be held in Omaha September 26-30 at the Hotel Fontenelle. A novel feature of the program will be three-one-day training conferences devoted to recreation in churches, rural areas and in small communities of less than 5,000 population.

The annual meeting of the American Recreation Society will be held at the same hotel September 25-30 in connection with the congress.

The National Conference of Catholic Charities is holding its annual meeting the week of October 9-13 in Boston (hotel to be announced). On October 8, Catholic students from major Catholic and secular schools of social work will hold a conference at Boston College to consider the role of student leadership in the advancement of social work.

About 4,000 public health workers from all parts of the United States and abroad are expected at the 76th annual meeting of the American Public Health Association in Boston, Mass., November 8-12. Many related organizations, such as the American School Health Association and the Council of State Directors of Health Education, will hold their annual sessions in Boston at the same time. Details about program and hotel reservations may be secured from the association, 1790 Broadway, New York 19.

"New Forces in Family Living—New Directions in Family Service" will be the theme of the 1948 biennial meeting of the Family Service Association of America—November 18-20—in Detroit. Between 400 and 500 representatives of family service organizations throughout the country and in Canada will participate. The program is planned to accent the positive developments in family change.

Opportunities

The post of superintendent of the New York Training School for Boys at Warwick will be filled by a nationwide competitive civil service examination, the State of New York Department of Civil Service announces.

Minimum qualifications for this job include eight years of experience including three as a superintendent or assistant superintendent in an institution for juveniles, five years of which must have been social work, correctional, education or child guidance experience, supplemented by a college degree and one year of graduate study; or a satisfactory equivalent. The salary range, including cost-of-living bonus, is $8,800-$10,375, less maintenance.

Last date for filing applications is October 11. Detailed announcement and application forms may be secured by writing to the Examinations Division of the service, 39 Columbia Street, Albany, N. Y.

NEPH Week

National Employ the Physically Handicapped Week will be observed October 3-9. A concerted drive to secure more adequate employment opportunities for disabled veterans and other handicapped people will be conducted throughout the week, by the President's Committee on National Employ the Physically Handicapped Week, an organization of about 150 leaders of industry, labor, veterans, medical, and other organizations interested in rehabilitation.

For Women Veterans

The Girl Scouts of the USA is offering the first nationally approved training program for women veterans of World War II. Under an agreement with the Veterans Administration, women veterans of the armed forces or former army or navy nurses may receive twelve months training and experience for jobs as executive directors, district directors or field directors under local Girl Scout councils. Salaries for the training period will be supplemented by subsistence payments from VA. Application may be made to local VA offices or to Girl Scout national headquarters, 155 East 44 Street, New York 17.

Health Conference

In Georgia, a Better Health Conference, patterned to some extent after the recent National Health Assembly, will be held at Macon September 29-30. The conference, which was planned at a meeting called by Acting Governor Thompson last December, will prepare recommendations for a coordinated statewide program of medical care and health service and make plans for their implementation. The Georgia Citizens Council has had responsibility for organizing the conference.

One hundred citizens selected from lists prepared by such state agencies as the Georgia Congress of Parents and Teachers and the State Board of Health, have been participating in workshops studying hospitals, health personnel, clinics and health education, mental health, and health insurance. Their findings will be presented at the conference.

In Print

"Youth-Serving Organizations," prepared by M. M. Chambers, and published by the American Council on Education, is the third edition of a handbook of descriptive data for 250 national organizations. The material, presented largely in the words of their own officers, covers membership, purpose, activities, staff, and finances.

Organizations are divided into youth-membership associations with a membership mostly under twenty-five years of age, large lay organizations of adults concerned in part with youth, and professional and quasi-professional organizations concerned with youth education and welfare.

Price $3.00, from the council, 744 Jackson Place N.W., Washington 6, D. C.

"Proceedings of the National Conference of Social Work, Seventy-fourth Annual Meeting," is a compilation of forty-eight of the papers presented at the Conference in San Francisco, April 1947. Selection was made on the basis of historical importance, freshness of material, and current usefulness in social work. All sections of the Conference are represented.

Five dollars, from the Columbia University Press, New York, N. Y.

BOOK REVIEWS

THE PRACTICAL NURSE, by Dorothy Deming, R.N. The Commonwealth Fund. $3.

DOROTHY DEMING WRITES WITH CONviction that patients need and deserve the "best practical nursing care they can get," and that responsibility for the practical nurse's achieving the ability to provide this lies with the professional nurse.

This reviewer feels that "The Practical Nurse" should do much to appeal to the graduate nurse who remains adamant in her rejection of the practical nurse, thus unwittingly perpetuating the *untrained* "practical." The latter's unsafe acts are understandably at the root of the professional's antagonism, but the rejection of the *trained* practical undoubtedly is rooted in misunderstanding. Miss Deming, moreover, does acknowledge this existing obstacle to the practical nurse in her attempts to grow in public recognition, but feels that most of the registered nurse's objections "would be met if proper preparation, supervision, and legal control of practice were established."

The author surveys all the fields of nursing to ascertain the place of the practical nurse at present, and makes recommendations for the future. Repeatedly stressing the desirability of maintaining standards and suitable supervision from such sources as visiting nurse associations and professional registries, she points out that the practical nurse's asset in the home is the combination of "nursing and homemaking skills," with complex functions being undertaken by the visiting nurse.

In the hospital, her list of duties should be based on her curriculum and she should be asked to function only where there is a definite ratio of registered nurses to patients. The same also can be said of her contribution to the mental hospital where, unfortunately, not many desirable types of practical nurses have been attracted because of poor economic and working conditions.

The author postpones superficial conclusions about the need for practical nursing by the chronically ill and the convalescent until she carefully weighs the problem of nursing typical chronic cases, including the patient with tuberculosis. The exact function of the practical nurse is considered in relation to the total care of the patient.

Many reservations are made for the use of the practical nurse in industry, since there is a tendency here toward her employment without adequate supervision. Her use in other public health fields has been limited and probably will remain so in the immediate future. Yet, as an adjunct to a visiting nurse service, her potential usefulness is unquestionable.

In conclusion, this reviewer would like to add that like most registered nurses she has had many grave reservations about the use of the practical nurse, but she does not hesitate to say that this book leaves one without any doubt about the reality that the practical nurse meets a need which never has and never will be completely met by the professional. The problem is not essentially whether there should be a practical nurse but how she can best fulfill the community's need of her.

BESSIE T. KAYE, R.N., B.S.
Supervisor of Clinical Instruction
Leo Ritter School of Nursing
Maimonides Hospital, Brooklyn

A STUDY OF CHILD WELFARE IN A RURAL NEW YORK COUNTY, by Abd-Eli-Hamid Zaki, Ph.D. Bureau of Publications, Teachers College, Columbia University. $2.90.

THIS BOOK IS AN INTERESTING ADDItion to the literature in the field of child welfare. Although it concerns itself primarily with what is happening to children in one county of one state, its scope is broad and its arguments are basic. The study is centered within three aspects of a child welfare program: first, the area of responsibility, leadership, organization, and support; second, structure, administration, definition of program, standards of service; and finally, analysis of performance, evaluation of actual services.

The author writes with refreshing lucidity, with words which carry their original meaning. His statement of the history of child welfare is thorough, and he shows great feeling and respect for the concerns of the people at various stages of social work progress. His review and appraisal of the relationship of the state to the rights and duties of parents and to those of children are especially helpful in clarifying when and to what extent the state may substitute for the parents in protecting, or providing for children.

The second part of the book gives a picture of Rockland County and its attempts to fulfill the public's obligation to its children in need. The author shows how a program filled with good intentions can bog down badly when policies are not clear and the program is not based on good social structure. The book is very critical, but the evaluation of the negative aspects is given with painstaking care.

The criticisms of work of poor quality seem justified in every instance by the examples given. The author selects for criticism, however, such factors as the caseworker's failure to make more use of health resources, educational or vocational training, and programs of that nature. This raises questions about his own basic casework philosophy and professional practice. He does not refer much to "diagnosis" and "understanding," but they in themselves are not enough to provide the dynamic casework processes through which the child is helped to face realistically what he has to face, and to feel the support of the caseworker and the role the agency plays in providing the service through the way they relate, and are related, to him. The casework processes seem not clearly defined or integrated with the particular services that the child needs either in the program as described or in the mind of the writer.

As a result of a concept of casework that is neither as clear nor as logical as his concept of community organization and the relationship between the state, the parent, and the child, his conclusions are thrown out of line with the principles set forth in the first chapters.

I place a high value on the first 150 pages of the book. I find more to question in the last part of it.

E. MARGUERITE GANE
Executive Secretary
Children's Aid and Society for the Prevention of Cruelty to Children, Buffalo

Harvard University has named *Jerome S. Bruner* as associate professor of social psychology and *Charles F. Mosteller* as associate professor of mathematical statistics, in its new department of social relations.

The National Lutheran Council has named *Reverened Paul C. Empie* as executive director.

Dr. John R. Brown has resigned from the bureau of tuberculosis control, Michigan Department of Health, to join the staff of the Veterans Administration Hospital in Dayton.

New president of the Social Science Research Council is *Pendleton Herring,* who has been serving as an officer of the Carnegie Corporation of New York since 1946, and earlier as a faculty member of Harvard University. He succeeds *Donald Young* who has been named general director of the Russell Sage Foundation.

Louis G. Van Wicklen has been appointed assistant superintendent of the State Training School for Girls at Ventura (Calif.). She has been serving as senior field representative of the division for community services for delinquency prevention, New Jersey State Department of Institutions and Agencies.

The Illinois Public Aid Commission has named *Russell O. McClellan* as chief of the division of personnel. Mr. McClellan has been serving as assistant director of personnel, and previously as special field representative.

The UN International Refugee Organization has named *Philip E. Ryan,* former director of international activities for the American Red Cross, as chief of operations for the United States Zone of Germany. Mr. Ryan will be responsible for the care of the nearly 300,000 refugees and displaced persons now living in camps in the United States Zone.

Donald S. Howard, formerly director of the Department of Social Work Administration, Russell Sage Foundation, has joined the faculty of the University of California at Los Angeles as chairman of the university's new department of social welfare. Mr. Howard was a member of the department at the foundation for twelve years and had been its director for the past two years.

Wayne Vasey has joined the faculty of the University of Iowa as director of the university's new graduate school of social work. Mr. Vasey reports that the new school expects to offer a one-year curriculum in the fall of 1949. During the coming year he will teach a course on social work and will conduct a seminar for practitioners in public welfare services. Mr. Vasey, who worked in public welfare administration for a number of years in California and Colorado, has spent the past year at the Russell Sage Foundation conducting a study of federal-state-local relationships in public assistance.

Joseph E. Baldwin has been appointed director of public welfare for Milwaukee County (Wis.), the first to hold this post. The new department was established in 1947 to provide the county with an integrated welfare program. Mr. Baldwin, who was previously director of the Indiana Department of Public Welfare, has also succeeded to the presidency of the American Public Welfare Association, following the tragic death of *W. S. Terry, Jr.,* of Louisiana.

Chastina A. Parry has been appointed executive secretary of the Community Health and Civic Association, Ardmore, Pa.

In Florida *Lucille Russ* has been appointed health improvement specialist to coordinate the health services of the State Board of Health, Agricultural Extension Division, and State Improvement Commission.

Frank O. Koehler has been named director of the YMCA's World Youth Fund campaign, succeeding *Lester C. Haworth* who has resigned to become vice-president of Haverford College. Mr. Koehler has been serving as general secretary of the Minneapolis YMCA since 1925.

New superintendent of the Illinois School for the Blind is *Leo J. Flood,* who has been serving as acting superintendent.

Dr. Floyd M. Feldman has resigned as health officer of Rochester, Minn., to serve with the U. S. Public Health Service as medical director in charge of the Central Coordination and Analysis Office, Tuberculosis Study Section, in Washington. Succeeding him in Rochester is *Dr. Viktor O. Wilson,* previously director of the division of child hygiene, Minnesota State Department of Health.

Northwestern University has named *Robert F. Winch* as associate professor of sociology. Professor Winch was previously on the faculty of Vanderbilt University.

Dr. Leverett D. Bristol has been named chief of the division of cancer control, Pennsylvania State Department of Health. He was recently commissioner of health and welfare in Maine.

The American National Red Cross has named *Ramone S. Eaton* as vice-president and assistant general manager. Mr. Eaton served previously as vice-president and manager of the Pacific Area.

Bernice Quimby has been appointed director of the child care division of the Federation of Protestant Welfare Agencies in New York City. Recently consultant to Mayor O'Dwyer's committee on child care, New York, Miss Quimby has just completed a pamphlet, "Standards of Foster Care for Children," for the U. S. Children's Bureau.

Appointments to the new Division of Youth Service in Wisconsin include: *Ernest E. Goranson,* formerly executive secretary of the Chicago Recreation Commission, as supervisor, community services for youth; *Hans Riemer,* formerly psychiatric social worker with the Veterans Administration, as supervisor, correctional services for youth; *Robert Carnes,* formerly executive secretary, East Side Youth Activities Council in Madison, as consultant in recreation; *Frank Sawacki,* formerly social caseworker, University of Wisconsin Child Development Referral Center, as social worker; and *Maurice Harmon,* formerly psychiatric social worker, Veterans Administration, as consultant in social work.

In Kentucky, *Dr. E. Bruce Underwood* has been named state health commissioner and secretary of the state board of health, succeeding the late *Dr. Phillip E. Blackerby.* Most recently in private practice, Dr. Un-

derwood has had six years of experience as a local health officer in Kentucky and Florida.

E. I. Kiskinen has been appointed to the prevention division of the Minnesota Youth Conservation Commission as field representative in the northern area of the state. He has been serving as superintendent of public schools in Deer Park, Minn.

New superintendent of parks and recreation in Charlotte, N. C., is *Arthur H. Jones,* who served previously as National Recreation Association regional director for the southeastern states for eleven years.

Helen D. Green, formerly executive director of the American Service Institute of Pittsburgh, has been appointed to the faculty of the School of Social Work, University of Pittsburgh, as associate professor of social intergroup work.

In Montgomery, Ala., *Thomas A. Belser* has been named superintendent of recreation to direct the city's new year-round recreation program. Mr. Belser was previously a member of the staff of the YMCA in that city.

The Office of Commissioner of Welfare in Connecticut, has named *Pauline Gollub* as principal child welfare supervisor, division of child welfare, succeeding *Grace M. Houghton,* who has resigned.

Kathren McKinney has been appointed research director of the Council of Social Agencies of Dade County, Miami, Fla. She served previously with the Tulsa (Okla.) Council of Social Agencies as research associate.

New executive secretary of the Hennepin County (Minn.) Welfare Board is *Edward R. Kienitz.* He has been serving as acting executive secretary since the resignation of *Ruth Devney* in May.

Dr. F. W. Jackson has been named director of health insurance studies in the Canadian Department of National Health and Welfare. For the past seventeen years, he has been deputy minister of health and public welfare for Manitoba.

Kittye Clyde Austin has been appointed administrative assistant in the Alabama State Department of Public Welfare. She was formerly assistant director of the bureau of field service. Succeeding her in this position is *Mildred Beale,* who served previously in the bureau of informational service.

The National Organization for Public Health Nursing has named *Lillian Christensen* as assistant director for membership promotion. Her previous experience includes recruitment and public relations work for the division of nurse education, U. S. Public Health Service.

The National Organization for Public Health Nursing has appointed *Jean South* as public health nursing consultant for the joint tuberculosis nursing advisory service. Miss South has been serving with the Community Service Society of New York as field nurse, supervisor, and consultant.

NOPHN has also appointed *Lucy E. Blair* as orthopedic nursing consultant. Miss Blair's previous experience includes physical therapy service with the U. S. Navy and the Wisconsin state program for crippled children.

Helen E. Hayden, once director of the Kansas City unit of the George Warren Brown School of Social Work, Washington University, has been appointed associate professor on the faculty of the school at St. Louis.

In Canada, *Michael Meiklejohn,* long active in the development of drama in this country, has been appointed to the staff of the national fitness division of the Department of National Health and Welfare.

Laurence J. East has been named superintendent of the Illinois Soldiers' and Sailors' Children's School at Normal, Ill. He was previously personnel officer with the State Health Department.

The American National Red Cross has named *Mable R. Walter* as director of college activities. She has been serving as acting director since 1947.

Dr. Henrietta Herbolsheimer has been appointed medical administrative assistant to the director of the Illinois State Department of Public Health. She has served previously in the department as chief of the division of hospital construction and services.

New secretary of the Social Service Exchange of the Milwaukee County Community Fund is *Margaret Wilson,* replacing *Lenora Rosing* who retired recently.

Dr. George C. Gibson has been appointed director of the cancer control section of the Oregon State Board of Health.

Tulane University School of Social Work reports that *Kathleen Kelly,* of Pittsburgh, has been named to the faculty as assistant professor of group work.

Liselott Toby, formerly associate supervisor of the Brooklyn, N. Y., office of the Jewish Board of Guardians, has been appointed assistant professor of psychiatric social work at the school.

Indiana University has named *Loren Hess* as assistant professor in its Division of Social Service. Mr. Hess was previously a probation officer at South Bend, Ind.

Distinguished Servants

Departing from tradition the Kansas City (Mo.) Community Chest has chosen an agency executive for campaign chairman. No run of the mill executive, however, *H. Roe Bartle* is the best known Boy Scout director in America—a local institution. The man's size, energy, and activities are breathtaking. Last year, in addition to carrying his job as Boy Scout executive for the area and keeping his finger in dozens of community pies, he made 791 formal addresses, exclusive of short speeches and talks before colleges, universities, and civic organizations all over the country. It keeps six stenographers and one personal secretary busy taking care of his correspondence, which is dictated at 240 to 260 words per minute. (Cp. Walter Winchell's 215 word-per-minute delivery on the air.) Kansas City thinks the "biggest" man in town is the one to do the "biggest" job in town this fall.

It could only be in Denver that a citizen had worked in sixty consecutive chest campaigns. Last June *Mrs. Owen E. LeFevre* died in her home at the age of ninety-six. Last fall, still active, she raised $1,800 in five telephone calls. Mrs. LeFevre had devoted her life to important social causes. Throughout the years of the Denver chest's existence, she had been a member of the board of directors.

Former Secretary of the Navy, *Charles Francis Adams* is "Admiral in Perpetuity" of the Greater Boston Community Fund—the only president that the fund has had in its fourteen years existence. Boston's "grand old man" believes in and typifies the spirit of community responsibility for its own.

Houston's campaign chairman *Leopold S. Meyer* will lead an effort to raise $2,000,000 for the chest which he helped organize twenty-six years ago. Then he was an active member of a committee which the Young Men's Business League appointed to consolidate appeals. A chest was organized and young Mr. Meyers helped in the successful effort to raise $400,000.

Crawford Toy Johnson, the first president of Birmingham (Ala.) and Jefferson County's Community Chest, remained a member throughout his lifetime. When he died, it was found that he had established a trust fund for the chest in order that his gift might appear on chest rolls in each campaign as long as the chest lasted. In appreciation of this and his lifetime of service, the board voted him a member "memoria in aeterna."

The chairman of the current chest campaign in Springfield, Mass., believes one must rise early to meet success. A bank vice-president, *A. J. Guffanti,* disregards traditional banker's hours. Often he gets up at dawn or stays up all night to speak to employe groups during campaigns. Many a night shift has been won to the chest cause by Mr. Guffanti's nocturnal addresses.

Albert M. Miller, president of the Central Ohio Paper Company, is the one trustee of the forty-member chest board in Columbus, Ohio, who helped organize the chest in 1923. He has worked in all twenty-four fund raising campaigns.

Retired as president of a successful music company in 1932, *Harry G. Koerber* now spends six hours a day in the exacting job of chairman of the Central Budget and Policy Committee of the Greater St. Louis chest. Beginning as a layman with no training in social service, he has become one of the best informed persons in St. Louis on the community's welfare services.

Probably the only man in the country with special campaigning clothes, *Charles Ellsworth,* sixty-two, of St. Paul, has been wearing his "Community Chest suit and topcoat" for eight years and figures they ought to last him about twenty-six more!

His most unforgettable experience was with a poor old tailor who mended Ellsworth's coat free "for the Community Chest" and added a $25 contribution. He started campaigning twenty-six years ago when he helped found the Rochester, Minnesota, Community Chest. After serving three years as campaign chairman there, he came to St. Paul in 1932, where he's been campaigning ever since. His proudest achievement is the time he gave a pep talk that boosted one firm's contributions 400 percent!

Recognized as a prophet in his own country *Charlie Stillman* received in June the honorary degree of Doctor of Laws from Ohio State University. At present he is director emeritus of the School of Social Administration, which he organized and directed at this university. "Charlie" was granted a more unique recognition when he resigned as FERA director for Ohio. On that day a one issue newspaper appeared devoted entirely to the character and accomplishments of C. C. Stillman. The lead told the story: "When newsmen gather to lament the stepping of a public official off the stage, that's news of a 'man bites dog' class."

Honors

To *Katharine Lenroot,* chief of the Children's Bureau, Federal Security Agency, the honorary degree of Doctor of Laws, from Tulane University, and honorary degrees of Doctor of Humane Letters from the University of Rochester and Russell Sage College for her services in behalf of children.

To *Francis B. Ierardi,* a member of the staff of the Massachusetts Division of the Blind, and the founder and managing editor of the National Braille Press, selection as the next recipient of the Migel Medal, awarded annually by the American Foundation for the Blind.

To *Robert L. Sutherland,* director of the Hogg Foundation for Mental Hygiene, University of Texas, the first Dallas Health Museum Award, to be given annually for outstanding contribution to public health in Texas, for his services in the mental hygiene field. . . . To *Dr. A. V. Hardy,* director of laboratories, Florida State Board of Health, a certificate of appreciation from the War and Navy Departments for his contribution to the advancement of medical science during World War II. . . . To *Dr. Talma W. Buford,* of Pattonville, Texas, the first annual Hogg Foundation Award of $250 for distinguished service in the cause of mental health in Texas.

To *Walter White,* writer and executive secretary of the National Association for the Advancement of Colored People, the first Sir James Jeans Award, to be presented annually by the New London Junior College for "notable contributions to the freedom of the human mind and spirit." . . . To *Channing H. Tobias,* director of the Phelps-Stokes Fund, the annual Spingarn Medal from the National Association for the Advancement of Colored People.

To *Edward C. Harold,* member of the faculty of the School of Social Administration, University of Chicago, designation as Knight of the Order of Orange-Nassau, from Queen Wilhelmina, for his outstanding work with the National Catholic Welfare Conference—War Relief Services.

To *Professor Boris Mirkine-Guetzevitch,* of the French University of New York, who directed the compilation of the forthcoming United Nations volume on human rights laws throughout the world, the Cross of Officer of the Legion of Honor from the French government, in recognition of his work in the fields of political science, history, and public law.

Died

Dr. Henry A. Cotton, Jr., deputy commissioner in charge of mental hygiene and hospitals, N. J. State Department of Institutions and Agencies, died in June at the age of forty. Appointed deputy commissioner in 1946, Dr. Cotton was previously psychiatric consultant to the department. During the war years, he served as psychiatrist in the armed forces, rising to the rank of colonel.

W. S. Terry, Jr., commissioner, Louisiana State Department of Public Welfare and president of the American Public Welfare Association, was killed by a prowler in his home at Baton Rouge, La., on July 3. One of the youngest state welfare directors in the country, Mr. Terry was widely known for his courageous battles for better social legislation and his tireless efforts in behalf of the APWA.

Dr. James Alexander Miller, a pioneer in the crusade against tuberculosis, died in July at Black Point, Connecticut, at the age of seventy-four. Professor of clinical medicine at the College of Physicians and Surgeons, Columbia University, from 1913 to 1945, Dr. Miller was largely responsible for the establishment of the New York Tuberculosis and Health Association of which he was president at one time. His many honors included a gold medal from the New York Academy of Medicine at its centennial last year, and designation as chevalier in the French Legion of Honor.

T. W. Cape, professor of social welfare at the University of North Dakota, died in July. Mr. Cape was president of the National Association of Schools of Social Administration and a member of the National Council on Social Work Education.

WORKERS WANTED

TRAINED CASEWORKERS NEEDED IN BALTIMORE

Immediate Openings for Trained Caseworkers in Family Service Program. New scale from $2700 to $4060. Good personnel practices; excellent supervision; and unusual opportunity to participate in building progressive casework service. Preference for workers with two or more years of public or private agency experience. Maturity and creativity desired. Write Jewish Family and Children's Bureau, 319 West Monument Street, Mr. Jerome N. Sampson, Executive Director, to explore openings and to arrange interviews at agency expense.

GROUP WORKER. Gradnate training or under-graduate training and experience essential. Work involves small clnbs for young boys and a teen-age program. Salary dependent upon qualifications. Mitchell House, 38 Lawrence Street, Hartford, Connecticut.

CASEWORKER: With professional traioing for small agency in progresive college community Southern Tier New York. Challenging opportunity. Salary $2400; retirement plan. Write Family and Children's Society of Greater Endicott, P. O. Box 178, Endicott, New York.

CASE WORKER: for Methodist Child Caring Agency in Baltimore and Washington. Institntional, Foster Family, Own Home and Adoption services to children. Good salary range. Liberal personoel policy. State education, experience, and salary expected. Board of Child Care, 516 N. Charles Street, Baltimore 1, Maryland.

SUPERVISOR—professionally trained, man for Big Brothers and Big Sisters department; minimum 2 years experience in case work or group work; apply Jewish Children's Bureau, 1001 Huron Rd., Cleveland 15, Ohio.

CHILD WELFARE WORKERS: Positions in rnral counties. Two years graduate training for District Consultants, $280-$320; one year graduate training for Jnnior Workers, $210-$250, and Senior Workers, $230-$270. Car required. Write Director, Child Welfare Services, Box 1189, Boise, Idaho.

POLISH OR GERMAN SPEAKING CASEWORKER, nonsectarian agency specializing in immigration and alien adjustments. Prefer graduate training in accredited social work school. Will consider A.B. in social science willing to begin graduate studies. Scholarship aid possible. Also case supervisor preferably bilingual with graduate training and experience. International Institute, 259 E. Wells Street, Milwaukee 2, Wisconsin.

EXECUTIVE. Administration, casework, supervision. Challenging position, growing Family Service Agency, Chest- supported, city 57,000. Paid vacation, sick leave, retirement plan, regional institutes. Salary dependent upon qualifications, MSW equivalent, plus casework experience. Limited moving expenses. Personnel Committee, Family Service, 310 Rogers Bldg., Jackson, Michigan.

CASEWORKERS for national agency with multiple service program for adjustment of foreign born in U. S.; M.S. degree required; salary range $2950-$4175; appointment within range, depending on experience. Promotion opportnnities. Knowledge of German or Yiddish desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENING FOR PROFESSIONALLY QUALIFIED SUPERVISOR IN CHILDREN'S DIVISION (SALARY $3708-$3924) AND CASE WORKERS IN FAMILY AND CHILDREN'S DIVISIONS ($2700-$3924). APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIF.

HOUSEPARENTS: Cottage of eight teen-age boys or girls. Sufficiently interested in youth to participate closely with them in all phases of program. Man has additional assignment in school teaching or supervision of boys' work projects. Year round farm school near Ithaca, N. Y. Unique, progressive agency emphasizing social adjustment and citizenship training. Attractive apartment; salary; maintenance. Write George "Junior Republic", 175 Fifth Ave., New York City.

WORKERS WANTED

EXECUTIVE SECRETARY

Opening for professionally trained and experienced executive director. Duties include administration and supervision of staff. Community Chest Agency. Position available Jannary 1, 1949. Write Harry R. Gosling, Family Service Association of Utica, 157 Genesee Street, Utica 2, New York.

CASE SUPERVISOR: Male or female. Minimum reqnirements include MSS from accredited school with previous supervisory experience in agency handling family or children's casework program. Salary up to $4,200. Challenging opportunity. Family & Children's Service, 602 South Cheyenne, Tulsa, Oklahoma.

CASEWORKERS AND SUPERVISOR professionally qualified, for agency caring for children in foster homes and in cottage type institution. Workers needed for foster home and adoption work and for direct work with emotionally disturbed children in cottages under psychiatric consultation; also experienced worker to supervise part time. Write The Children's Center, 1400 Whitney Avenue, New Haven 14, Conn.

CASEWORKER, gradnate of an accredited school of social work, psychiatric field work preferred. New agency with good standards. Salary range $3,000 to $3,600. Family Service Agency of Greater Bakersfield, 2504 M Street, Bakersfield, California.

CASEWORKER II for family casework agency in Kentucky's beautiful Blne Grass region. Some one with the pioneer spirit is needed. M.S.W. plus at least two years' experience in accredited casework agency. Salary range $2700-$3640. Family Service, 144 Barr Street, Lexington, Kentucky.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.

GRADE I .....$2664-$3708
GRADE II .....$2976-$3708
GRADE III .....$3516-$4392
CHILD WELFARE SUPERVISOR .....$3516-$4392

APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

PSYCHIATRIC SOCIAL WORKER wanted for a newly organized Child Guidance Clinic. Must he graduate of School of Social Work with wide experience in Child Guidance Program. Write Jewish Welfare Society, 212½ West Forsyth Street, Jacksonville, Florida.

WANTED: Caseworkers for private agency providing institutional care for yonng children and delinquent, adolescent girls, and foster home and adoption services. Graduate training and experience in child or family welfare work desired. Good salary according to qualifications. Excellent opportunity for qualified persons to participate in planning and developing constructive casework program. Address: Albertina Kerr Homes, 506 Panama Building, Portland 4, Oregon.

SENIOR CASEWORKER with Masters Degree and experience in student supervision for a Jewish multiple functioning agency in New York City. 8811 Survey.

EXPERIENCED social worker trained to handle executive position in a Family Agency with Membership in FSAA. Child Guidance Clinic in community. Write Family Welfare Association, Room 6, City Hall, La Crosse, Wisconsin.

CASEWORKER with graduate training, experience in family or children's work for a small multiple functioning Jewish agency. Challenging opportunity. Salary according to qualifications. Write Jewish Social Service Bureau, 45 Church St., Paterson, N. J.

VACANCIES for caseworkers with professional training. Limited caseloads. Opportunity for professional development. Salary dependent on training and experience. Write Richmond Children's Aid Society, Allison Building, Richmond 19, Va.

ANNOUNCEMENT

THE JOHN EDGAR THOMSON FOUNDATION, 3818 Chestnut Street, Philadelphia 4, Pennsylvania, anticipates a few vacancies. The Foundation assists in the education and maintenance of daughters of railroad workers who have been killed or who have died in railroad service.

THE BOOKSHELF

OUT-OF-PRINT and **HARD-TO-FIND** books supplied; also genealogies, incomplete sets completed, magazine back numbers supplied, etc. All subjects, all languages. Send us your list of book-wants—no obligation. We report quickly. Lowest prices. (We also supply all current books at publishers' prices postpaid.)

AMERICAN LIBRARY SERVICE
117 West 48th Street Dept. G, New York 19, N. Y.
P.S. We also BUY books and magazines. Send us your list.

PAMPHLETS & PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

ZALAINE HULL Agency
PERSONNEL CONSULTANTS
286 Fifth Avenue — New York 1
Phone: BRyant 9-6552 — By appointment

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. PL. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

SITUATIONS WANTED

RECREATIONAL TEACHER, crafts, sports, dramatics, housefather, experienced counsellor. Available September. Mature, references. 8785 Survey.

WOMAN EXECUTIVE; experienced in all phases of institntion administration. Interested in work with normal dependent children or the aged. 8802 Survey.

NEGRO, 42, desires community service program position, youth counsellor or agency executive. Unique experience with veteran's affairs. Extensive administrative, case work, fund raising experience. 8810 Survey.

EXECUTIVE (Male) or associate position wanted in health or welfare field. M.S.S., 12 years experience as caseworker, supervisor, administrator in public and semi-private welfare, health, hospital, and community organization agencies. 8803 Survey.

RATES
Classified Advertising

Display . . . . . 35c per line
Non-display . . . . . 8c per word
Minimum Charge . $1.50 per insertion
Discounts . . 10% on six insertions
CASH WITH ORDER

Survey Midmonthly
112 East 19 Street — New York 3

Chest Within Chest
(Continued from page 270)

and time consuming in-plant solicitations (particularly management's view—apparently that of labor as well, now).

3. The permanent retention of the year-around payroll deduction system.

4. Year around labor-management committee responsibility for referral service and for chest-agency contracts.

5. The acceptance of responsibility by both labor leadership and corporation management.

6. Increase in amount of money raised.

Among the latter are these:

1. Elimination of the personal sale of the agency services to a large group of citizens whose understanding support of voluntary health and welfare services is important.

2. Possibility of coercive practice, through making the solicitation of new employes' membership a routine item of employment procedure. Labor participation men are particularly wary of the possibility that the unions may become the coercive agent, now.

3. Danger of ill advised independent attitude and action of company plan trustees.

4. Reduction of corporation employe participation in campaign process and activities.

5. Possibility of frozen standard of giving, inadequate for future support or in time of emergency.

6. Elimination of labor's interest in achieving communitywide federation, by removing the physical problem of multiple campaigns as it applies to worker groups.

7. Exemption of the participating independent agencies (those outside the chest) from community budget review, at the same time extending to them the advantages of federated financing.

Any single solicitation plan which develops into an "Employe Chest" or a "Company Chest" with a board of governors having authority to grant or withhold support as they see fit can lead to trouble, warns CCC's Campaign Department. "Another everlasting temptation is to 'cut through the red tape' and give direct assistance to individuals, thereby denying faith in agencies and in organized welfare work and wrecking any orderly plan in that field."

Three C's suggests certain safeguards; frank discussion and voluntary adoption of all such plans with limitations outlined in the by-laws "flexibly but with persuasive guiding powers." An advisory committee, well balanced, experienced and informed, outside the chest but in sympathy with its purpose is suggested, to give trustees of the plant funds an authority against which they lean in making decisions, and a Community Appeals Planning Committee would be a supreme court of decision in large matters involving the chest as well as other appeals.

Reviews of the three specific plans studied are available on request from CCC.

Why We Volunteer
(Continued from page 276)

mented with. Volunteer bureaus, such as sprouted during the war—and many of which are very much going concerns in a number of our cities—were felt to be helpful. The program for the laboratory, however, should include testing, training, and placing, and serve as a central community spot for all people wanting to volunteer their services.

"One thing I have learned here," Mr. Lindeman told the symposium in a closing summary, "is never again to use the word 'motivation' lightly, easily, or specifically." And indeed, it must have seemed to every person who shared this symposium experience, that, even as the discussion revealed more and more about the dynamics underlying this complex mixture of ideas, attitudes, needs, and drives, it uncovered new and profound subtleties.

Mr. Lindeman's summary showed that at least eight kinds of motivations had been discussed: "functional," "feeling," "intelligence," "social pressure," "moral," "those easily validated but having concealed objectives," "compensatory," "those which are just a plain expression of citizenship."

Whatever the source of motivation, Mr. Lindeman reported, he believed that members of the symposium were agreed that it would be beneficial to know what it is, and that the introductory phase of training should allow for such discovery and analysis. For, as the chairman himself put it, "Volunteers are searching for a kind of learning that will give that sense of dignity which comes from a task well done, responsibilities met without coercion, and the knowledge of citizenship fulfillment."

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian, woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

PUBLICATIONS
OF THE
AMERICAN ASSOCIATION OF
PSYCHIATRIC SOCIAL WORKERS

JOURNAL OF PSYCHIATRIC SOCIAL WORK
SUMMER 1948

Papers presented at the National Conference of Social Work, April, 1948:

RECENT DEVELOPMENTS IN TREATMENT IN MENTAL HOSPITALS, BY ETHEL BELLSMITH.

THE ROLE OF THE SOCIAL WORKER IN RELATION TO THERAPY IN A STATE MENTAL HOSPITAL, BY MARIAN MUNRO.

CASEWORK PROCESS IN A CHILD GUIDANCE CENTER IN A PSYCHIATRIC SETTING, BY LORNA SYLVESTER.

A WAY TO BETTER PUBLIC RELATIONS, BY ALBERT DEUTSCH.

SUBSCRIPTION RATES:
One Year—$3 **Two Years—$5**

JOB INFORMATION SERVICE
a bulletin listing nationally available Psychiatric Social Work jobs—distributed to Association members. 25c an issue to others

1790 BROADWAY NEW YORK 19

SO THEY SAY

ORCHID FOR MRS. HENRY

To THE EDITOR: The sketch "Dear Hellard" by Rachael Henry in June SURVEY MIDMONTHLY illustrates a technique in rehabilitation that is worthy of trial by those associated with institutions for delinquent minors. May we see more of these stories from Mrs. Henry's collections.

New York City EARL ANDERSON
HORTENSE ANDERSON

CALLING ALL IVORY TOWERS

To THE EDITOR: I like Miss Maxine Maree's suggestion in the August SURVEY MIDMONTHLY that social workers concern themselves with more than technical competence and in particular with American history and world events.

It is the richness and variety of knowledge and its use that helps distinguish a skilled technician or craftsman from a professional• person or artist in human relations. Since the social worker is citizen as well as occupational specialist, his value in both capacities undoubtedly is enhanced by his familiarity with the varieties of human experience that have contributed to what some are now calling "Our American Heritage."

In focusing an increased awareness of history on the worker's relationship to clients is where I differ with Miss Maree. She points out, quite rightly I think, that social workers do not have a very satisfactory knowledge of either American history or international problems and that clients are equally lacking in these respects. So are other people. True, also, too many social workers are isolated in social work.

One of the contributing factors to this isolation seems to me to be the worker's concentration of attention on the client to the exclusion of the rest of the population. After all, most of the world is made up of people who are neither social workers nor clients. When the social worker extends her associations with the rest of the world there is a mutually enriching result.

Being a social worker, I will use my prerogative of drawing from my own experience to illustrate what I mean.

Recently the Freedom Train passed through Illinois. In each community there was a week of concentrated preparation for the visit. Speeches, parades, bands, and other activities focused interest on the train and its significance.

At the ceremonies the night before the Freedom Train arrived in Kankakee, social work and American history came together. When a group of non-social workers invited me, as a social worker, to discuss a topic of general interest before a general audience, it seemed a matter of professional as well as personal interest. Although I did not talk about social work, my approach to "Our American Heritage" was governed in part by my social work training and experience.

I was certainly pleased to find that this approach interested others. Some of the audience liked it well enough to want a small group to meet the next day to discuss some of the implications. A few others, who did not hear the speech, asked if they might read it and comment on it.

Earlier this year, I had an opportunity to see some of the bright and the blind spots in high school students with reference to American history and its present day implications. I was one of the judges of an essay contest on "Our American Heritage — Liberty" sponsored by the American Legion Auxiliary. It was encouraging to discover some students writing, and hopefully thinking, about liberty in relation to responsibility. On the other hand, the frequency with which they attributed the Four Freedoms to the Constitution of the United States was appalling.

I hope Miss Maree's letter is stimulating thought about American history, international events, and the social worker's place in relation to them, both as occupational specialist and citizen.

Chicago, Ill. AGNES REEDA

GOING OUR WAY?

To THE EDITOR: Our staff eagerly awaits each issue of SURVEY MIDMONTHLY since its "new look" makes it a more interesting publication and too, if there is a chance that Kansas news will be included in the MIDMONTHLY, our people don't want to miss it.

As librarian, I have observed that the SURVEY MIDMONTHLY is being more widely read and "picked up" more frequently, by our staff personnel.

Again, best success and good luck to you! MRS. LOIS SCHMIDT

Librarian, State Department of Social Welfare, Topeka, Kansas

CONTENTS

Town Meeting by Mail 290

For Communities' Sake 291
WILMER SHIELDS RICH

Know What the What Is 299
BRADLEY BUELL

"I'd Try Anything—" 303
ANONYMOUS

Legal Aid for Agencies 306
HELEN L. BUTTENWIESER

Overdue Blueprint 308
EDWARD S. ROGERS, M.D.

Epitomes 309

The Common Welfare 311

About People 315

Book Reviews 316

Copyright, 1948, Survey Associates, Inc.
All rights reserved.

THE SURVEY
Midmonthly

Paul Kellogg, *Editor.*
Thomas Devine, *Executive Editor.*
Marion Robinson, *Associate.*

Associate editors: Beulah Amidon, Aon Rec. Brenner, Kathryn Close, Cora Emme, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent Bates.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Circulation manager, Rosamond Lee; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.
A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors

Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretary,* Ann Reed Brenner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B. Scandrett, Jr., Lowell Shumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus, Biography Index.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Joint subscription, both magazines—Year $6; Canadian and foreign, $7.

VOL. LXXXIV NO. 10 THE SURVEY OCTOBER 1948

MIDMONTHLY

Hear Ye! Hear Ye!

Town Meeting By Mail

Participants listed on page 295

A preprint of Mrs. Rich's article, which starts on the opposite page, was sent to several hundred individuals familiar with the problems and accomplishments of defense councils. THE SURVEY believed that this was a timely subject but was hardly prepared for the spontaneous reaction. Well over a hundred replies have been received, some with several pages of thoughtful analysis. A dozen or more letters arrive daily at the time that we must go to press.

Preparation of the article raised interesting problems in semantics. Mrs. Rich directed it to those who had been close to the organized domestic war program. For such, many wartime phrases have definite, though sometimes arbitrary meanings. "Social protection" is an organized anti-prostitution program rather than "a protection . . . against such obvious health and social hazards as seem to spring up with greater ferocity during a war period." —*Kidneigh.* "Volunteers" means unpaid workers rather than people who enlist in the armed services. "Civilian manpower" refers to the total volunteer personnel and not to industrial employes. "Protective services" involves air raid wardens, auxiliary police, and so on, rather than the military functions of the armed services.

This partially explains why two newspaper reporters found the writing complicated and confusing and failed to understand it, while one writer was certain that the average reader does not know what is meant by "it should be carried by a line organization to the local community." Conversely, most of the initiate found it "crystal clear, practical, and timely, . . . especially well impressed with its forthrightness." "The article is certainly well written and I agree with it thoroughly in principle."—*Harrell.*

Bouquets

Both Mrs. Rich and THE SURVEY share in the compliments on this editorial project. "One thing I do like about her articles: she focused on the functions to be performed—the jobs which must be handled. She avoided dealing with either individual or 'organization personalities.'" —*Johns.* "I am glad you have written it at the present time."—*Roosevelt.* "The article presents a subject which certainly should be receiving more consideration nowadays than it is."—*Schramm.* "The Survey Midmonthly is doing a real national service by publishing Mrs. Rich's article and comments on it by representative and informed individuals."—*Young.* "It is indeed in the best traditions of the Survey Midmonthly to present advanced thinking about the citizen interest in a defense program."—*Bachman.* "She has accurately identified the major mistakes of the past and makes excellent recommendations for remedying them."—*Winey.* "I am in complete agreement with the general viewpoint expressed, viz., simplification and coordination of war services."—*Dearborn.*

"I am for the clear cut proposal in Mrs. Rich's article and think it expresses sound common sense. It presents a logical sequence of development and areas of responsibility."—*Potter* "The article is a clear exposition of the complex relationships involved in the field of community organization for war services. The article charts the way to avoid many of those distressing organizational difficulties that all of us faced as we worked through the early months of World War II."—*Finke* "I am convinced this suggestion is the only possible answer."—*Van Slyck.*

"I want to commend heartily the initiative which The Survey has taken in trying to think through at this time various suggestions relative to a more effective organization of community services. I agree that it is shocking to note that we learn so little from past experience."—*Mayo.*

Peace, Not War

The need for sobriety in considering the subjects was pointed out in many letters.

"I think that the reader should be cautioned that while it is reasonable to consider such plans, he should by no means interpret the publication of such an article at this particular time

(Continued on page 294)

For Communities' and the Nation's Sake

How to Organize Future Civilian Services so as to Avoid Community Disorganization and Civilian Frustration

WILMER SHIELDS RICH

Wartime Chief, Volunteer Office Section, OCD
Senior Consultant, Raymond Rich Associates

In the summer of 1943, two years after the organization of the OCD and more than eighteen months after this country began to fight, one of the secretaries to the director of the federal Office of Civilian Defense showed the director of the War Services Division of the OCD a large brown package in a corner of her office. She remarked that she did not know what was in it but she had an idea it might be something which he would want to see. And indeed she was right. For this cumbersome brown bundle contained records of the Council of National Defense of World War I, including the final report of Newton D. Baker who had served as chairman. The report reviewed mistakes of World War I, many of which had already been duplicated; suggested steps, some of which had been painfully rediscovered in 1941 and 1942. It seems inconceivable that such important material could have been allowed to be "lost." But that is a fact.

At present our country is in the initial stages of a stepped up national defense program, which is bound to have an impact upon communities throughout the nation. Industrial production has been stimulated by the necessity of producing material for the recently authorized seventy group air force. This increased industrial activity along with the expansion of military establishments under selective service will create community and civilian problems akin to those this nation experienced in 1940 and 1941. To meet these problems, early and effective action is necessary.

Last spring, representatives of national health and welfare bodies were called to Washington to plan for emergency services in case the critical international situation should burst into war. At the request of Secretary of Defense James Forrestal, the USO is being reactivated. Volunteers are again to be mobilized. Army advisory committees have been established in communities near camps to deal with army-community problems.

To what extent will the government profit from the mistakes made and lessons learned during World War II? It would appear that there will be no error in respect to the protective services. The Secretary of Defense released in February of this year a report entitled "A Study of Civil Defense," and known as the "Bull Report." As far as it deals with the protective services, the review and study appear to have been thorough, and the conclusions and recommendations are sound.

That the civil defense agency should not be given responsibility for guiding communities' organization of local services or mobilization of civilian volunteer manpower would be agreed to by all who had any experience in, or contact with, the Office of Civilian Defense in World War II. Many who are competent to know believe that the World War II set-up was handicapped from the start by virtue of having combined within one federal agency responsibility for the development of a technical protection service and responsibility for giving leadership to local communities with respect to their organization for the various war services and their mobilization of civilians.

Organizing the country's protection and assisting local communities to organize their resources and mobilize their volunteers are totally dissimilar functions and are not compatible in one agency. While the Bull Report correctly points out that civil defense must never again be confused by having attached to the agency administering it any other types of activities, nevertheless the important work of organizing community resources and mobilizing manpower cannot be written off as "extraneous activities" to be "supervised by other agencies."*

For it must be remembered that effective civilian effort in wartime has three parts:

1. Effective protective services.
2. Effective community organization for promotion of the various war services such as sale of bonds, price control and rationing, collection of salvage, expansion of health, housing, child care and recreation programs.
3. Effective mobilization of civilian volunteers.

To be fully clear as to how the mistakes made in World War II may be avoided, one must take a look at each of these functions separately.

Protective Services

The term, "civil defense" to describe the protective services, currently used by the Office of the Secretary of Defense, is preferable to "civilian defense" because it provides a neater contrast to the term military defense. Responsibility for civil defense has properly been incorporated into the Office of the Secretary of Defense since this work must be integrated with that of the various armed services. Civil defense should be organized throughout the nation. It does not permit of local community planning but should be nationally prescribed for each locality. It should be carried by a line organization to the local community. Even in the community its operation must be based on a "line of command" not on community organization.

If the Office of Civil Defense Plan-

* "A Study of Civil Defense," p. 8, released by the Secretary of Defense, February 1948.

ning, which is now engaged in working out the plans for civil defense, will stipulate that each local unit be called a "Civil Defense Center" or "Unit," but not a "Civil Defense Council" one could hardly pick a flaw in the current proposals. This seemingly minor point is far from minor when one considers that the word council implies that the local unit has the privilege of study, planning and subsequent action. Since civil defense involves a job of carrying out directives in a line organization—one with centralized authority—it does not lend itself to the processes of study and planning. Moreover, the word "council" needs to be reserved for the group which will deliberate concerning the community's organization of resources and mobilization of volunteers.

The federal Office of Civil Defense must be responsible for developing the technical program and have authority to see that its policies are carried out. Directives should channel through regional and state offices of civil defense to local civil defense centers.

Civilian War Services

During the recent war, the term Civilian War Services was used to describe collectively many programs and services which the country needed but which were not related to direct enemy action. Some of these are needed as the nation prepares against possible war. At a time when it is hoped that war will not materialize some name such as "civilian services" might be preferable. However, the term "war services" is so fresh in the nation's memory and has such a definite connotation that it is used in this statement with the understanding that services called for because of preparation against war are implied as much as wartime services.

The various civilian war services, while carried on in relation to the total program, do not have to function either under or in direct line with the Office of the Secretary of Defense. They require local community organization for their most effective development. While certain civilian war services, such as sale of bonds and the collection of salvage, may be necessary everywhere, the need for others will vary among different communities. Day care, transportation, or housing programs may be emphasized in a town near a war industry; while hospitality, recreation or social protection programs will come to the fore in a town near an army camp or naval station.

The various permanent or temporary federal agencies with responsibility in each particular field should provide the federal leadership as to the content of and standards for the various war services programs. They should work closely with the national private agencies in their respective fields. Among the federal agencies, for example, the Federal Security Agency is the authority on such matters as health, education and child care. Aided by competent national private agencies, it should give leadership with respect to the technical side of such programs.

While technical development and planning of the civilian war services programs is the responsibility of those in Washington, the execution of these programs takes place in the local community. The early years of World War II showed conclusively the chaos which results when many federal agencies with emergency programs compete in the organization of local communities for the effective prosecution of their different programs. This confusion was responsible for much that was ineffective in local communities.

That confusion came about is not surprising when it is recognized that the executive orders of a number of agencies operating in World War II gave these agencies authority to exercise leadership in the field of local community organization. It was not until 1943, when those in the War Services Branch of OCD with knowledge and experience in community organization were given authority and support, that it was possible to get a substantial number of the federal agencies to work cooperating with the Office of Civilian Defense. It was only when this happened that the organization of local communities for the *total* war program developed.

Broadly speaking, civilian programs fall into two categories: (1) campaigns such as the sale of war bonds or the collection of salvage; (2) organization of community services such as child care centers or recreation programs. On the basis of this over-simplification some people have advocated that there be two federal agencies to deal with these respective types of community programs. But there are flaws in this type of reasoning, for many programs fall between the two major classifications. Examples include: nutrition, pre-induction training, emergency transportation (including car pools), and emergency housing together with central registry. Moreover, experience in two wars has demonstrated that one local council can effectively plan, coordinate, and staff both campaign and service programs. While each federal agency concerned will provide local councils with technical program material, the advice and service to the local council on matters of organization should come from a single federal agency.

The foregoing leads to the observation that all federal agencies carrying on war services programs should be required to work through an Office of Organization for War Services that combines a knowledge of local communities with the experience and competence in community organization needed to mobilize community resources.

Civilian Manpower

That volunteer civilian manpower needs to be properly organized in wartime or in preparation for war is self-evident. In the current planning going on in the Office of the Secretary of Defense references are constantly made to the place of volunteer manpower in civil defense. Moreover, the Office of the Secretary of Defense has also recognized that the aircraft warning service—which in the current planning is being properly designated as a responsibility of the armed services—will use volunteers. The importance of civilian volunteers will not be argued by anyone. But one must not forget that just as many federal agencies create chaos when they attempt to advise local communities concerning the organization of their resources, so many federal agencies create similar chaos when they attempt to advise local communities concerning the mobilization of their civilian manpower. Just as a single council has proven the best device for organizing war services, so a single office has proven the best place to record the types of volunteer work and to register volunteers—both as individuals and as groups—and refer them to the kind of work for which they seem best suited.

Again the only way to avoid confusion is to charge one federal agency—an Office of Organization for War Services—with the responsibility for leadership to the local communities with respect to mobilizing their civilian volunteers.

Office of Organization for War Services

The development of an Office of Organization for War Services is thus important for several reasons:

1. So that programs of civilian war services will be transmitted to local communities in an orderly and rational manner that will utilize and not dissipate community strength and resources.

2. So that program material will be usable by non-professional, civilian groups. (In wartime thousands of non-professional people must carry responsibility.)

3. So that all civilians—regardless of race, creed, national origin or organizational affiliation—will have a chance to serve as volunteers and will be referred to service in an orderly and effective manner.

One agency will suffice because the knowledge and experience needed to develop community organization for war services is the same type which is needed to guide communities in mobilizing civilian manpower. There is a background of twenty years of experience in the organization of local communities for social welfare which demonstrates beyond a doubt that planning of services and the mobilization of volunteers are compatible within a planning agency.

The Office of Organization for War Services should be located in the Office of the President rather than in an agency responsible for one or more services or programs. This is essential if the office is to have the whole-hearted cooperation of *all* agencies with responsibility for programs. Moreover, it should be the only federal agency whose legislative or executive sanction includes responsibility for local community organization for war services.

The major objectives of such an office would be the skillful channeling of practicable war services programs to communities, guiding communities in organizing their resources and mobilizing their volunteer manpower.

The Office of Organization for War Services should function through regional and state offices but its actual leadership should be to local councils. These individualized local units are properly called "councils" because their work involves group study and planning to devise the best way for communities to mobilize their resources and manpower for the total war activity.

It should guide the local councils with respect to both their organization and their responsibilities. Through publications and field service it should give leadership with respect to such matters as: the committees that are needed in a local council, their structure and function; the best methods of mobilizing civilian manpower for local services, civil defense or any phase of emergency activity. It should maintain constant contact with many of the local councils in order that grass roots experience and opinion will play a part in the development of federal policy.

The office should maintain close liaison with all federal agencies having emergency programs, and cooperate in the production of their materials so that these will be community and citizen oriented. Through an inter-agency advisory committee, it could receive guidance on priorities in the development of programs and assistance in resolving differences.

Such an office should maintain the closest liaison with whatever agency has the responsibility for functions carried during the last war by the Domestic Branch of the Office of War Information in order to insure the effective timing of publicity in relation to the communities' war services activities.

It should, furthermore, maintain close liaison with such national bodies as the U. S. Chamber of Commerce, the National Social Welfare Assembly, Community Chests and Councils of America and the National Planning Council, which are concerned with local community organization for their specific purposes. Such liaison is a means of assuring cooperation locally between established planning organizations and the emergency planning organization.

As a means of strengthening civilian service, this Office should maintain close liaison with all national citizens groups—church, labor, service, clubwomen, and others—advising them of needed types of service, explaining why it is inexpedient to turn over to any one national voluntary group responsibility for executing any particular phase of the war services program and pointing to the vital role each can play by stimulating and distributing appropriate material to its local counterparts.

Where Responsibilities Meet

At one point there is need for cooperative planning by the federal Office of Civil Defense and the Office of Organization for War Services. This pertains to the preparation for health and welfare services in the event of bombing or other emergency. At such a time hospital, ambulance and medical service as well as food, clothing and shelter would be provided as part of the civil defense line - of - command operations. Advance planning in this area such as is now being done by the Office of Civil Defense Planning is required. Because the local agencies involved, both public and private, are among the most active in day-to-day civilian services, the Office of Organization for War Services has a stake in such planning and should—as soon as it is created — be a party thereto.

Both federal agencies should maintain constant liaison relative to recruitment and use of volunteer manpower.

Urgently Needed Steps

As already stated, the Secretary of Defense has taken steps to initiate civil defense. Before long there will be legislation and implementation in this important field. That civil defense should receive prior attention is to be expected. But it must be remembered that this very attention stirs communities, stirs people. In 1940 and 1941 attention given to the protective services so aroused many parts of the country that states and local communities were organized before the federal government had developed a pattern of operation.

Moreover, hundreds of local communities, in their effort to show their patriotism and be ready to aid the country, enrolled thousands of volunteers months before there were any specific opportunities for service. The resultant confusion and frustration are too well known to need further comment.

If the civilian manpower of the country is not to be frustrated, and if all community resources are to be used to the full, an Office of Organization for War Services should be set up *coincident with* an Office of Civil Defense. The President should be urged to appoint immediately a group conversant with community organization to develop a plan for an Office of Organization for War Services, to draft the necessary legislation, and secure its passage in Congress coincident with the passage of the civil defense laws. When the laws are passed, the two Offices should be set up simultaneously.

Town Meeting

(Continued from page 290)

(rather than one or two years ago) as an endorsement for, or a belief in, the inevitability of war.

"I do not think that I am unduly sensitive about this point—as a result of some of the sensationalism of some of our newspapers and the recklessness of some of our radio commentators, far too many people are increasingly succumbing to the notion that war is inevitable. Therefore, I believe that unless the reader is clearly warned in advance, the publication of an article such as this and similar articles with the 'let's be ready' point of view —while valid and necessary—can well become propaganda nails driven into the coffin of the 'war is inevitable' type of psychosis."—*Schreiber.*

"Perhaps if we cannot prevent the most serious mistake of all—that is, the mistake of having a war—the other mistakes will be minor, relatively speaking, that what we do about them will not matter too much."—*Pfeiffer.* "I must confess it made me sick at heart to be compelled to think once more of preparation for war so soon after the last hideous nightmare. Nevertheless, I suppose we must prepare for any eventualities."—*MacRae.* "I will admit that my first reaction was a negative one because of the fact that we had to have such an article, but I know that is purely emotional."—*Howlett.* "It is a shock to most of us to know that the leaders of our national government feel the international situation again calls for civil defense mobilization. Since such is the case, then by all means we must look at our past mistakes with the slant of our special interest in people and in sound community organization." —*Bachman.*

"While it would be more appropriate, perhaps, to call at this time for the establishment of an Office for the Prevention of War, still we all agree that we must be prepared for any eventuality—at least with blueprints. The OOWS is a blueprint which merits serious consideration."—*Perlis.*

"We are not, I hope, being prepared for another war but I should like to see us prepare to mobilize in this way for our own good and to make it possible to reach people to encourage them to feel they can work for peace."—*Roosevelt.*

Now Is the Time

There is obviously a widespread concern lest this subject be slighted by those engaged in making national plans.

"It is certainly not too soon to be thinking about plans—it is too late, and if the federal government wants to have an understanding and cooperative public, it must act now to set wheels in motion for central planning. With USO back in the picture, with citizens' committees planning recreational facilities for the new inductee, and with all the housing problems, care of children of working mothers, public education, etc., that come with defense planning, any national security depends on centralization of planning and general participation."—*Ewing.* "I surely hope that something can be done now along the lines which have been outlined in the article."—*Conrad.*

"It was with a great deal of relief that I read the preprint which you have kindly set me. Recently some of us . . . have been concerned for fear this important task was not receiving the attention it deserves in the plans set forth for civil defense. The fact that you are publishing this article at this time reassures me that the program will surely be brought to the notice of those now in authority."—*Tolan.*

"I can't think of anything more timely than the article to appear in the October Survey Midmonthly. I believe that Mrs. Rich's arguments should be placed at once before responsible government officials, supported by evidence of nationwide conviction as to their urgency."—*Lewis.*

"By all means give us an Office of Organization for War Services *coincident with* an Office of Civil Defense, and let us not mobilize any corps of citizen volunteers until there is a need, the job is analyzed and clearly defined, and training, supervision, and recognition are provided." —*Duysing.* "I hope that this article will be given wide distribution and brought to the attention of the persons with whom rests the responsibility for formulating policies to govern such programs in the future."—*Anderson.* "It makes so many sound points and at the same time raises so many important issues that it is difficult in a brief statement, to do much more than commend its essential analysis and major proposal. I wish it were possible to discuss, either with a group or even in writing, the probable details of the plan."—*Johns.* "I find myself underlining so many of the paragraphs and hoping that we will be able to proceed correctly this time."—*Howlett.* "The question is one which should certainly receive discussion in many quarters."—*Grigsby.*

Journey Through Confusion

Americans accept, and soon forget, restrictions or difficulties that they recognize as unavoidable. They feel very differently about trials that are unnecessary.

"American communities should not again be subjected to swarms of representatives of federal agencies competing for attention and leadership. It is much too wasteful of human energy and that precious commodity—time. Furthermore, it leads to imbalance in programming and all those other evils inherent in uncoordinated planning and effort."—*MacRae.*

"The experience of World War II has certainly taught us that federal agencies coming into communities, without any knowledge of other programs in effect, create chaos of the wildest order."—*Ewing.* "Representatives of individual agencies were often changed with such rapidity that there was a question of educating the contact person as to what had been done by his predecessor as well as to what the community was doing . . . at one time we were spending more time in reviewing what had been done, for the benefit of new personnel, than we were in accomplishment."—*Richardson.* I had a strong feeling that there must have been in Washington many different people or agencies of importance, each of which felt that he or it was charged with the principal responsibility of 'saving the country' in the matter of civilian war services as well as in many other matters. Anything that will prevent any repetition of that kind of confusion will naturally be all to the good."—*Pfeiffer.*

"I am well aware of the confusion which the efforts of civilian war services produced in 1941 and the subsequent war years. I appreciate the comments of Mrs. Rich and realize that these comments are based on knowledge of the good and bad policies in the civilian defense effort."—*Laney.*

National agencies also suffered in the confusion. "We were asked by various governmental agencies to enlist our people in setting up councils or citizens' committees to put over campaigns and service projects. This meant that we had to ask the same people over and over again to form a new council or new committee each time a new program came out. We believe that matters could have been greatly expedited and time and energy

Participants

Direct quotations from the following participants are included in the discussion of the plan which Mrs. Rich proposes. The listing gives the reason for requesting an opinion which may or may not be the present official position.

Selections from the scores of letters were made on the basis of the date on which replies were received, felicity of expression, past experience of correspondents, and pure chance. Many other quotations from the scores of letters might just as well have been used. However, all of the main points which were made have been covered.

Excerpts from letters received after our publication deadline and comments from those who first saw the article in this issue will be published in our December issue. The entire file will be available for any group studying this problem. Further comments by readers will be welcome.

Joseph P. Anderson, executive secretary
American Association of Social Workers

Martha F. Allan,* national director
Camp Fire Girls, Inc.

Richard S. Bachman, managing director
Council of Social Agencies of Metropolitan Detroit

Gordon W. Blackwell,* director, Institute for Research in Social Science, The University of North Carolina

Howard Braucher, president
National Recreation Association

Harold Braun, executive secretary
Community Chest of Austin (Texas), Inc.

Bradley Buell,* executive director
Community Surveys, Inc.

Irene Farnham Conrad, executive secretary
Council of Community Agencies (Nashville)

John B. Dawson, executive director
Health and Welfare Council (Philadelphia)

Ned H. Dearborn, president
National Safety Council

Grace T. Duysing, secretary, Volunteer Service Bureau
C. of S.A., Kansas City, Mo.

Rhea M. Eckel, executive secretary
New York State Citizens Council, Inc.

Isabel M. Ewing, former director, War Services Program
New Orleans Defense Council

Walter W. Finke,* executive vice president
Minneapolis Chamber of Commerce

Lyman S. Ford, director, Health and Welfare Planning
Community Chests and Councils of America

Frances Goodall, executive assistant
Social Planning Council of St. Louis and St. Louis County

W. Cooper Green, mayor
City of Birmingham

Rall I. Grigsby, acting commissioner
U. S. Office of Education

C. A. Harrell, city manager
Norfolk, Va.

Mrs. Alfred F. Hess, member of the board of directors
American Women's Voluntary Services, Inc.

Fred K. Hoehler, executive director
Community Fund of Chicago, Inc.

Howard W. Hopkirk, executive director
Child Welfare League of America

Russell J. Hopley, director, Civil Defense Planning
Office of the Secretary of Defense

Virginia Howlett, executive director
Travelers Aid Society of Philadelphia

Hugh R. Jackson,* executive director
Public Charities Association of Pennsylvania

Ray Johns, general secretary, Boston YMCA
formerly, national director of operations, USO

George T. Kalif, director
Richmond School of Social Work

John C. Kidneigh, associate director
School of Social Work, University of Minnesota

Ben Laney, governor
State of Arkansas

Frederick H. Lewis,* executive director
Herald Tribune Fresh Air Fund

Douglas H. MacNeil, director, Div. of Community Services
New Jersey Department of Institutions and Agencies

Robert H. MacRae, managing director
Community Chest of Metropolitan Detroit

Leonard W. Mayo, vice president
Western Reserve University

Roy T. Miles,* executive secretary
Saginaw (Mich.) Community Chest

Paul F. Nagle, executive director
Durham (N.C.) Community Chest, Inc.

H. W. Nisonger, director, Bureau of Special and Adult Education, Ohio State University

Mrs. Hilda McFarland Penn, volunteer bureau director
Community Chest of San Francisco

Leo Perlis, national director
National CIO Community Services Committee

C. W. Pfeiffer, executive secretary
Welfare Council of Metropolitan Los Angeles

Dr. Ellen C. Potter, deputy commissioner of welfare,
New Jersey Department of Institutions and Agencies

Hayes A. Richardson, director of welfare
Kansas City, Mo.

Lester H. Robb, executive secretary
Community Chest of Lexington and Fayette County

Mrs. Franklin D. Roosvelt
first Chief of Civilian War Services Branch, OCD

James S. Schramm*
J. S. Schramm Company, Burlington, Iowa

Dr. Julius Schreiber, director
National Institute of Social Relations

Elwood Street, executive director Community Chest and Council of Greater Bridgeport and Stratford, Conn.

Charles P. Taft, formerly, director
Community War Services Division, FSA

Mrs. Thomas L. Tolan, Committee on Citizen Participation
NSWA & CCC of A

W. C. Van Laningham, assistant executive director
Community Chest and Council of Greater Peoria, Ill.

Kenneth P. Vinsel,* executive director
Louisville Area Development Association

Anna D. Ward, executive secretary
Baltimore Council of Social Agencies

M. L. Wilson, chief, Nutrition Programs, Food Distribution Programs Branch, U. S. Department of Agriculture

Harold E. Winey, executive director
Community Chest of San Francisco

Luther E. Woodward, field consultant
The National Committee for Mental Hygiene

Donald Young, general director
Russell Sage Foundation

Mrs. De Forest Van Slyck
Committee on Citizen Participation, NSWA & CCC of A

* Staff, consultant or committee member of Federal Office of Civilian Defense.

saved for all if the federal agencies carrying on war service programs had channeled through one central federal office, such as Mrs. Rich's proposed Office of Organization for War Service, and had utilized one community council in local communities to do the job." —*Allen.*

Although most of the brickbats were aimed at the federal services, at least two writers felt that the article "certainly underscores the importance of putting one's house in order in the local community and I suspect it would be helpful if we had some similar analyses of local experiences where likewise mistakes were made in the past."—*Dawson.*

"The development of social welfare services in this country has been haphazard rather than planned. We have too many social welfare agencies and the meaning of emergency problems brings pointedly to our attention the inadequacy of our present state of organization in the field of social welfare."—*Kidneigh.*

Two Kinds Do Not Mix

There was almost equal unanimity about the importance of separating the protection services and the community-civilian services. "The separation of the protective 'civil defense' service from the work of assisting communities to organize resources and mobilize their volunteers is certainly sound. . . . It should help eliminate the confusion which resulted from 'scrambling' all the war service programs together and from the multiple approaches to local communities by federal agencies." —*Johns.* "The principal mistake of the OCD—it always seemed to me—was in creating unnecessary confusion during the early part of its organization and operation. For that reason I like Mrs. Rich's sharp distinction between 'civil defense' and 'civilian services,' and her proposal to lodge clear responsibility for the latter in a new 'Office of Organization for War Services.' "—*Buell.*

"Our experiences in 1941-5 proved to us that the so-called 'protective services" of civil defense should be organized and administered independently of the 'war services.' Each should have its own federal office or agency to which it could look for guidance and assistance, and through which all federal activities concerned with the 'services' would be channeled."—*Green.*

"I heartily approve the distinction drawn between civil defense and mobilization of resources and volunteers. I believe organizations should be set up upon that distinction." — *Penn.* " . . . and it seems to me that the recognition of this distinction should be basically important for an avoidance of the same confusion in the future." —*Kalif.* "It is true beyond question of doubt that the combination of responsibility for protective services with the task of organizing communities and mobilizing volunteer manpower not only for civilian protection but the myriad of community wartime services, was a mistake. Those responsible for civilian protection properly chafed against the 'unmilitary' approach of community organization."—*Jackson.* "Her distinction between civil defense and the organization of community war-related services seems quite sound. Certainly the former type of activity lends itself best to line-of-command operations while the latter can be done best only by the constructive use of community resources to meet community needs both in peacetime and wartime." —*Nagle.* "I most thoroughly agree the two jobs require different kinds of skills and interests and one or the other must suffer if the two are put together."—*Ward.*

"To public officials and the so-called 'practical' men, generally, the civilian war services appeared to be 'busy work' suitable for women and social workers. Yet as Mrs. Rich states, these activities cannot be written off as extraneous. These are necessary jobs requiring a different kind of skill than the protective services."—*MacRae.* "Whether by good luck or by foresight, we were fortunate during the days of OCD in having rather complete separation in our local OCD office and we saw how much more effective the work was conducted than in some other places we knew where there was little or no separation."—*Braun.* "Most of us who served in OCD will surely agree that the 'protective services' of civil defense should be incorporated into the Office of the Secretary of Defense and that 'war services' should be entirely separate."—*Schramm.*

"I also agree with her that the mobilizing of manpower and the organizing of community resources cannot be written off as 'extraneous activities' to be 'supervised by other agencies.' "—*Tolan.*

There is cause for reassurance in learning that the recently organized Office of Civil Defense Planning "has recognized from the beginning that the many other war services, in which communities will be asked to engage during a period of war, should have organized direction for their effective discharge and the most productive use of the volunteer manpower required to accomplish them."—*Hopley.* Some correspondents stressed the importance of not having *civil defense* volunteers recruited on an uncoordinated basis. It is to be hoped that this matter will be further considered by the OCDP.

On the other hand, there were one or two persons who were "not sure that I agree with Mrs. Rich about the need for having separate agencies in Washington head the two programs. Of course, experience in World War II did demonstrate that problems arise when their administration is centered in one agency. But, speaking from local experience, it seems to me that the best results are obtained when responsibility for their over-all integration into community life is placed upon one citizen organization. This lessens the risk of competition, permits the utilization of volunteers in various capacities and avoids establishing a hierarchy of community services. I would, therefore, prefer to see the question of one over-all national organization heading the total civilian defense organization as we had during the last war, or two agencies, left open for further study. That neither phase can operate without the other with any real prospect of success is to me, self-evident."—*MacNeil.*

Guidance and Flexibility

None would disagree with those who pointed out that it would be undesirable and inefficient for the federal government to prescribe a uniform organization for all communities.

"I find myself basically in agreement with the proposals set forth. However, should another war develop, the tendency will be to swing to authoritarian organizations with direct lines of command to local communities and in turn to individual citizens. All possible measures should be taken to . . . preserve individual freedom in an emergency. Emphasis should be placed on the guidance of local war services. These councils should be kept as independent and autonomous as is possible. Individual and community initiative will be strangled if decisions are handed down from the top."—*Van Laningham.*

"One of the most delicate and skillful tasks before a federal office advising either local community services or manpower mobilization would be, it seems, to help communities do their job through a natural democratic process rather than through artificial direction. Experienced field consultants who thoroughly understand sound community organization could help considerably to make this possible."—*Goodall.*

"I hope that clearer emphasis can be placed on the need for using existing social services in the local communities, particularly the public services, because many of these are organized and supported partially by federal funds although operated under state or local administration. These agencies would be in a position to help considerably in developing any local program."—*Hoehler.* "I should also like to see closer working relationships than existed during the past war between the 'civilian war services' and the all-time agencies—national, state and local—where there are well established all-time agencies in relation to the special subjects of concern to the civilian war services program. There was greater carry-over value, I believe from the civilian war services programs in those localities where there was no competition between the emergency organization and the all-time organization." —*Ward.*

A few of the correspondents had definite ideas about local auspices. One assumes that the auspices would be the municipal government "which could bring together both public and private agencies."—*Richardson.* Another thinks that "local war services councils ought to be set up geographically on a natural metropolitan-area basis. If there were particular matters which could be solved only upon a municipal level, then whatever organization might be required should be a subdivision of the over-all local war service council."—*Pfeiffer.* "It might be worthwhile emphasizing also that in the local community the organization of all services might well be handled by local community chests and councils and volunteer bureaus where they exist—as going concerns available for mobilization and coordination of community resources as needed; or, at least, they should be invited to serve as the health and welfare sections of local war service councils."—*Street.*

"The type of federal set-up which is recommended should set the stage for finding the proper answers to certain local problems which are not discussed in this article. These problems include the structure and auspices and existing planning groups of volunteer services. I feel that if the guiding principles in finding the answers to these local problems are flexibility and a desire to utilize existing machinery and resources to the fullest extent, not too much difficulty will be encountered."—*Ford.* "What happens in wartime should definitely be geared into what is being developed in peacetime, rather than the imposition of some new planning structure irrespective of what particular communities already have."—*Blackwell.*

Dissenting Opinions

In view of the fact that the subject was a basis of continuous controversy during the war, it was surprising that only two or three persons were "not at all sure that such activities as selling war bonds and other activities such as promoting the development of an adequate program of child care centers must, necessarily, be under the direction of the same organization at the local level."—*Pfeiffer.*

Another surprise was to hear from only two people who believe in having the agencies responsible for program undertaking their own organization and "do not see any reason to think that a separate organization should be set up to do the job that you are talking about. It should be done by an organization related to the primary functions involved, which are just as they were in the last war, recreation, health, education and welfare."—*Taft.* "Our own experience in the Office of Education during the last war leads us to believe that, as respects elementary and secondary schools, the existing federal channels of relationship to State Departments of Education and through them to local communities should be utilized in all matters of war-related community activities in which school teachers and pupils are called upon to participate, such as pre-induction training, vocational training of less than college grade, recruitment of victory farm volunteers, salvage campaigns, war bond and stamp sales and the like. Rather than set up new war federal agencies with duplicating staff, we believe it would be desirable to utilize and expand the staff and facilities of existing federal agencies, which is to say, in the case of war-related civilian activities involving elementary and secondary schools, particularly those of the U. S. Office of Education."—*Grigsby.*

One Office of Community Organization

Nearly all the other replies stressed the belief: "The suggestion is sound, that one federal agency, an Office of Organization for War (or Defense) Services, be made responsible for national governmental leadership for all the community services which require community organization effort. Two approaches to local communities—one on a 'line' basis for essential and effective civil protective services, and one for guidance on community organization of other services needed in particular communities—is enough."—*Johns.* "In World War II the jockeying for position by the federal agencies went far beyond the funny stage and indicated again a need for more unified action."—*Bachman.* "Often the sly innuendo bred from jealousy is just as damaging in material sent out as if they had directly recommended another course of action."—*Robb.*

"As one who worked in our county war council, with communities ranging from large to small, in the program which recruited, trained and placed volunteer civilian manpower in the war services, I would very much favor the proposal to establish a federal Office of Organization for War Services. Moreover, I also believe with Mrs. Rich, that such an office should be located in the Office of the President." —*Eckel.*

"I am in accord with her proposal for an Office of Organization for War Services. There is no doubt that an office of this kind established in 1941 would have prevented much of the confusion during the last war."—*Vinsel.*

"I would hope that her program included, as I believe it does, power in the Office of Organization for War Services to indicate to local communities that there is only one type of local council needed, individualized, of course, to the communities' own need and that all other federal agencies dealing in any way with the local community would have their plans approved by the Office of Organization for War Services before any material was publicized or any communities visited."—*Robb.*

Office of the President

The term "Office of the President" as a means of explaining the broad and important nature of the proposed office and its interagency role seemed well understood by all. It was properly assumed "that Mrs. Rich does not intend to suggest a direct responsibility to the President, in view of the pressing obligations upon this high office, particularly during wartime."—*Jackson.*

"I also agree that placing this overall responsibility with any single operating agency which is concerned with program content, but which inevitably cannot cover all program matters which

must be transmitted to the states and communities, is unsound."—*Jackson.* "I agree that such a federal service should be located in the Office of the President of the U. S., because nearly every part of the government has some stake in helping."—*Braucher.*

". . . none, I believe, who worked both in Washington and in a local community during the war will disagree with her basic principles: that the Office of Organization for War Services should be separate and distinct from the Office of Civilian Defense; that it should be located in the Office of the President; and that it be the only one with responsibility for community organization."—*Miles.*

The nutrition program of the Department of Agriculture was a federal program which, from the very start, was administered on the basis of unreserved cooperation with OCD. The director of this program comments "from the angle of our experience with the development of the nutrition program under the defense program. During the postwar period and after the discontinuance of the OCD organization, the nutrition program was not lost along with the civilian defense structure. Yet it could and did, I think, integrate itself very effectively with the OCD work, here in Washington, in the states, and in the communities during the period the OCD was operating.

"What I am trying to say is that 'subject-matter' programs organized along the lines of the nutrition program can be easily related to a service agency whose basic purpose is to promote effective community organization and to encourage needed community programs on a national basis."—*Wilson.*

Only one writer asked, "Why not locate in the Federal Security Agency the services which it is proposed to locate in the Office of the President? This would permit a centralization of responsibilities, a knitting together of related services in the FSA and avoidance of some of the frustrations which a new unit of service would impose."—*Hopkirk.* Nevertheless, if plans proceed this may well become the controversial issue.

Additional Thoughts

Some interesting comments and suggestions were made about specific aspects of the plan. "Mrs. Rich's suggestion that the proposed office have an interagency advisory committee is a must and I should like to suggest further that there also be attached to such an office an advisory committee, to continue throughout the life of the office, composed of representative citizens apart from government who have been active in community organization and citizen education and participation. The experience and know-how of such a group could prevent many of the previous mistakes, and could demonstrate the citizen participation in the program of his government."—*Eckel.* "I think there would be virtues in a strong national advisory council for the war services program."—*Bachman.*

"I do think Mrs. Rich is too quick in ruling out the place of local advisory councils for the civil defense program."—*Bachman.* "Even the army has been learning some democracy and finds it cannot impose a service on a community no matter how much designed for the community's own protection. In other words, I am skeptical of the ability of a direct line organization to do a nationwide job without a good measure of collaboration at the local level. This only further accentuates the need for a central office of organization for war services. To use but one example in the field of my own interest, namely, mental hygiene, just how would the civilian defense authority propose to deal with mass panic reactions apart from the utilization of local personnel and organizations."—*Woodward.*

"The first thing, then, is for us to be convinced of our own just cause, to know what we want and to drive for it, to protect our cherished democratic institutions at all costs, to select from among us inspiring leaders with great social vision rather than brilliant file clerks, and then do the best we can to establish the kind of channels and organizations and utilize the kind of methods and techniques that will do the best job in the fastest time at a minimum of human costs. Mrs. Rich's document is a contribution toward such an organization and technique."—*Perlis.*

Should Not Lag

Timing was stressed by many, and a belief that "certainly these other community services should not lag behind the organization of civil defense services. While one inevitably approaches such further 'organization for war' with great reluctance, the two phases of organization should proceed simultaneously."—*Johns.* "I certainly subscribed to her suggestion that the developments of the War Services should parallel the development of the Protection Services and should not be left until an emergency is upon us."—*Nisonger.*

"There should be thorough planning and organization for war services . . . paralleling provision for civil defense now being developed on the initiative of the Office of the Secretary of Defense. My concern about this matter is based not only on the logic of the situation but also on my personal observations in Washington during World War II and the preceding defense periods."—*Young.* "I should hope that such an organization would precede the establishment of state and local councils, so that much of the waste present in the pattern of organization during World War II could be avoided. We suffered greatly in our local councils from conflicting directives stemming from federal and state offices and from the lack of planning."—*Eckel.*

A specification for the immediate future was to "(1) Man the office at the top with mature personnel, trained and experienced in community organization, (2) develop the program on the basis of precise knowledge of needs in the particular 'camp' and 'industrial' communities which are being subjected to special strain on account of the peacetime mobilization program."—*Buell.*

All-Time Need

Evidence of some fundamental thinking was shown by the comments of those who in the postwar years had come to ". . . feel that somehow there should exist, for service in connection with non-emergency and more permanent objectives, a structure through which community and volunteer resources can be utilized when any program reaches the levels of a national concern."—*Wilson.* ". . . that some kind of a federal office charged with the responsibility of coordinating federal domestic programs at the community level would serve a useful purpose. It is not too early right now to establish an Office of Organization for Federal Services."—*Schramm.*

"I feel that communities should be organized for volunteer service on a permanent basis, so that the organization and services can be mobilized at short notice for any purposes of disaster of various kinds. There is a constant need for citizen participation in setting up child care, housing, information bureaus, etc. So that instead of an Office of Civilian Defense or an Office for Organization of War Services, I should like to see some federal Agency on Citizen Participation through which all general directives might come right down to towns or communities where such citizens' council as

(Continued on page 318)

Know What the What Is

BRADLEY BUELL

Executive Director, Community Surveys, Inc.

Evidence piles up that what SURVEY MIDMONTHLY now describes as the "Welfare Movement" is entering another of those periods in which it must go through the wringer of local community self-examination. Public welfare "investigations" have made national news. Awareness of the inseparability of the problems of families and children which has been increasing for a decade, is now resulting in combined studies of family and children's services. National health experts are busily engaged in local surveys, some limited to the traditional areas of public health, but others reaching out to include the "chronic" degenerative diseases. The wartime recreation boom is settling down to a more stable community demand for master plans.

This is reminiscent of the middle Thirties—when the amount of local replanning, reorganization, surveys, and self-studies reached an all-time peak. Then, communities were still struggling with an overwhelming burden of unemployment relief. Both local tax and private financial resources had been drying up during the years of the deep depression and these two factors gave a crisis tinge to much of the self-examination of that decade. Although the stark compulsions of unemployment relief and financial stringencies are not now present, we still see some analogies in the motivating forces of the Thirties and those of the later Forties. Happily, the current setting differs from that of a dozen years ago in these two important respects.

Intense preoccupations for half a decade with emergency problems of wartime lead to the need for community readjustments, as did a comparable preoccupation with the emergency problems of the depression.

Nor is there a too great difference in the origin of the spark which is igniting the process of local self-examination. Sometimes it is a belligerent large contributor, irate councilman or legislator. Sometimes it is a crusading press, or a friction between agency or community interests or fear that expansion of service will be blocked by the stone wall of financial limitations. Sometimes—and happy indeed is the community where this is the case—it is in lay or professional statesmanship of a quality which recognizes the value of periodic, objective stock-taking.

Fourteen months from the time this issue of SURVEY MIDMONTHLY finds its way into the hands of its readers, Father Time will be turning the halfway corner of his inexorable march through the turbulent confusion of the twentieth century. The Middletowns —those vigorous and lusty urban infants of the early 1900's—have now grown to a maturity which gives a dominant characteristic to our mid-century way of life. Many of them are paying the penalty for excesses in their youth. All of them recognize a hard core of community responsibility for the preservation and enhancement of that individual well-being, the synthesis of which characterizes a community's own well-being. In discharge of that responsibility, they are spending sums that earlier would have seemed fabulous.

Research in Community Planning

To add to the scientific "know how" of such stock-taking is one of the purposes for which The Grant Foundation made its appropriation to Community Surveys, Inc., for a three-year project. (See SURVEY MIDMONTHLY, October 1947, page 284.) Essentially, this article is a report of progress during the first year.

It would be difficult to overestimate the values which have accrued to us from the experience and materials accumulated in the scores of local studies and surveys during the Thirties and Forties, participating in which were many of the professional specialists now associated in Community Surveys, Inc. This is particularly true of those studies where a fortuitous combination of survey personnel and local leadership made possible a pioneering exploration of principles in fact finding, organization, and coordination which have a more widespread applicability.

The major research value, however, that has come from the analysis of this experience and these materials lies in revealing the particular things that we do not know about scientific methods for taking stock of over-all programs of community service. Definitive recognition of the things "which you do not know, and which you need to know" is the foundation for true research in community planning as for any scientific endeavor.

The underlying difficulty in scientific procedures for community stock-taking can be rather simply expressed. It is this:

Almost no single local agency has complete responsibility for meeting a particular problem. It serves only a segment of that problem. Sometimes the restrictions are mainly quantitative because there are other agencies serving in the same area, or, for other practical reasons, the agency can attempt to serve only a portion of the total number of people in the community whose problems are of a particular sort. Sometimes the restrictions are inherent—the problem is one which requires several kinds of specialized services for its proper solution or treatment—and the agency does not provide all of those specialties.

Local public health departments are an exception, since they long have had over-all responsibility for the *control* and *prevention* of communicable disease. But even here, the health department has only indirect responsibility for the provision of medical treatment of people with most of these diseases, has not universally accepted the full responsibility for health education, and is only now beginning to develop responsibilities in connection with non-communicable diseases which at present constitute the major causes of death. Another rapidly emerging exception may be found in the almost exclusive responsibility which the public welfare departments of many communities now have for the problem of dependency.

Almost everyone has long been

aware of the underlying problem in local programs of community service. It is the way in which agencies have come into being and, practically speaking, the only way in which they could have come into being.

Three Obstacles

There has been much less awareness, however, of three fundamental obstacles which this underlying fact puts in the road along which must proceed the development of scientific procedures for planning and stock-taking. The first obstacle is the lack of available or accurate data in most areas, other than public health, about the number of people in the community with the particular types of problems that require various special services. That such data are elemental to any scientific evaluation of the "adequacy" of services and knowledge of "trends" in the spread of particular problems throughout the population is a factor of high importance to sound long range planning.

From their knowledge of conditions in other communities, experienced surveyors can, to be sure, generally interpret such facts as are available in individual agency records, sometimes supplemented by special samplings taken as part of the survey, and often make good estimates of community need and the adequacy of service in relation to it. Furthermore, from their special knowledge of what is good and what is poor practice, they can come to sound judgments as to whether or not the community is getting the best possible value from the facilities which it now has. These latter judgments however are in the realm of "efficiency" and should not be confused with those which relate to the measurement of "need."

The second obstacle is a corollary of the first. All agency records about the problems of individuals and families quite logically have been developed to serve the administrative purposes of the particular agency. So that even the list of problems used by agencies which work in the same field will differ greatly.

This lack of uniformity makes it impossible readily to get accurate communitywide data about the types of problems presented, even by the people who have been *known to the social agencies.*

The first step in surmounting both of these first two obstacles is clearly one of "classification." That is, a start in developing an over-all classification of the types of problems affecting the people of the community, which will have maximum usefulness for community planning, and securing data about the spread of problems.

As the ultimate purpose is planning for service, the sound basis for such a classification is etiological—that is, related to causation.

Whether service be for diagnosis and treatment, or for more general help and assistance in achieving security, satisfaction, good health, the key factor is in *why* the service is needed. There is as yet scientifically precise knowledge of causation in few areas of human difficulty or need. While any classification so rooted will require constant revision, it has seemed sound to try to develop our concepts within a framework of what is now known about the nature of various types of human difficulties and what can be done to meet them most effectively.

Clarification and eventual surmounting of the third obstacle also requires "classification." In any community each agency provides at least one and often more particular types of service that are related to a particular problem. But the kind of service rendered by an agency in one community and that by an agency with a similar name in another is subject to considerable variation. And in the same community the functions of administration and operation are easily confused while both functional and administrative nomenclature may differ considerably even among agencies whose service is related to the same general type of problem.

The competent surveyor, however, knows that in relation to each of the community's major problems, there are certain basic service functions that need to be provided and often coordinated with each other. He must be able to identify which of these functions are provided by which agencies. Only after he has done so, can he begin to examine the question as to whether or not the administrative framework within which these functions are provided is the best that can be achieved.

The distinguishing characteristic of many of these functions is the professionally specialized personnel qualified to diagnose, treat, give assistance or leadership to people with particular needs. In others, it is the specialized facilities and equipment. In certain areas, progress has been made in establishing definitive classifications of the types of service needed without regard to issues of administration and operation. In working out an over-all classification of the functions in all the fields which are essential to a program for the total community, we have been following a key principle in classification that there must be a relationship as precise as possible between the nature of the problem and the several types of services and facilities to meet it.

At this writing, we have nearing completion (1) a classification of problems towards which an over-all program of community service should be directed, (2) a classification of the services which should constitute that program, (3) a systematic procedure by which to measure, more adequately than has yet been possible, the spread of problems throughout the community, and to chart the organization of services.

Research Methodology

This is no place for a detailed discussion of the research methodology applicable to the problems of community planning, except perhaps to note that it is a new venture and to say a word about what seems to us to be its essence. For a long time, substantial sums of money have been profitably invested by foundations and other interests, in the field of public health for what they call "administrative research"—much of it actually, however, for the improvement of methods of planning and evaluation. But this has not been true for other areas of community service, and until The Grant Foundation's present appropriation, resources for basic research in the field of over-all community planning have been almost entirely lacking.

The essence of research methodology in this area, it seems to us, lies in a fusion of the "know how" of the community planner and the technical knowledge of the practicing specialists in each of the principle fields. This is not as simple as it sounds. True fusion can come only between planners who have an adequate working knowledge of the problems and program methods of the different fields, and practicing specialists who have an understanding of the purposes and methods of planning. It is an illusion to think a committee, assembled by merely putting together representative specialists who happen to be at hand and staffed by a community organizer whose principle ability lies in the capacity to generate

good will and take minutes, will contribute much that is now or fundamental to the problems of planning. Or for that matter, that a community survey team, so composed, will produce more than a series of unintegrated specialists' reports, able and helpful though they may be.

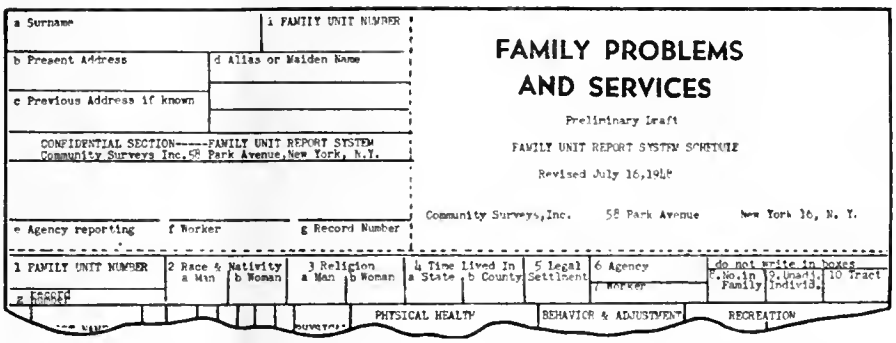
Therefore, our headquarters staff, all of whom have had extenslve experience in community planning and organization, has systematically consulted, at different stages in the development of our classifications and procedures, with individual specialists whose experience has carried them into the broader areas of planning and organization. In this we have been especially fortunate, not only in the professional personnel who from the beginning have been associated with the survey service of Community Surveys, Inc., but also in the group of consultants who have worked with us continuously during this period. These include:

Paul T. Beisser, Family and Children's consultant; Dr. Carl E. Buck, School of Public Health, University of Michigan; David DeMarche, professor of group work and community organization, Springfield College; A. A. Heckman, general secretary, Family Service of St. Paul, Minnesota; Dr. Roscoe P. Kandle, field director, The American Public Health Association; Marguerite S. Meyer, Family Society of Greater Boston; Harry O. Page, deputy commissioner, Department of Social Welfare, New York State; Ruth J. Peterson, Health and Welfare Council, Inc., Philadelphia; Homer Wadsworth, vice-president, New York School for Social Research, New York City, formerly Pittsburgh recreation director.

St. Paul Demonstration

During the course of the year it has been possible to put to work, to "test out," some of our preliminary classifications, and the ideas for program analysis which lie behind them, in several of the local community studies conducted under our auspices. Similarly, we expect that other local studies and surveys during the life of this project will provide a practical laboratory in which to improve and refine these stock-taking methods.

From the beginning, however, it seemed clear that midway in the project it would be desirable to carry out a careful demonstration in a local community. From our standpoint, this would serve a dual purpose. As resource and background material for our ultimate report it would provide the best possible data about the nature and prevalence of various problems among the people of a single community. It would also serve as a practical testing ground of methods and procedures for collecting this information. From the standpoint of the local community, we hoped that it would result in establishing procedures for the continuing collection of these facts and their use day by day and year by year in the local processes of planning and evaluating programs.



Last spring, negotiations for a joint plan were completed with the welfare leaders of St. Paul, Minnesota. The first stage is being launched November first.

There were a number of good reasons for choosing St. Paul. It is a city within the population range where the purposes and procedures of community planning have best flourished. It has at its disposal most of the specialized services now regarded as essential to a good community program. It has a tradition of professional and lay cooperation.

There were three other quite practical reasons. Among its lay and professional leaders are many such as—to mention only a few—Charles J. Birt, director of The Greater St. Paul Community Chest and Council; Frank M. Rarig, executive secretary, Amherst H. Wilder Charity (Wilder Foundation); William Mitchell, chairman of the Planning and Research Council; Ruth Bowman, executive secretary of the county welfare board; A. A. Heckman, director of Family Welfare Service, and Dr. R. B. Schoch, city health officer—who not only have a genuine concern for better community planning but a practical and open minded awareness of some of its past limitations.

Moreover, St. Paul is one of the relatively few communities which has reasonably adequate facilities for local research and fact finding. Under a somewhat unusual arrangement, the research department of The Wilder Foundation, with an experienced director and supporting staff, acts as the research arm of The Social Planning Commission of The Council of Social Agencies. Closely tied in is The Ramsey County Board of Public Welfare which has adequate IBM tabulating facilities.

Finally, a number of years ago, under leadership of the late Pierce Atwater (then director of The Community Chest and Council), Frank Rarig and others in St. Paul began to develop a continuous reporting system to serve many of the broad objectives of the purposes of this present project. This has gradually been extended to cover many of the major fields of service, but because of the war, changes in personnel and for other reasons this extension has been more or less piecemeal. For some time there has been a general feeling that a systematic overhauling and evaluation was needed.

The joint plan as now worked out provides for local sponsorship by a steering committee under the Social Planning Commission, with Mrs. Fred L. Paul as chairman, which includes representive agency executives from all of the major fields of service. Isaac Hoffman, director of the research department of The Wilder Foundation, with a staff somewhat augmented for the period, will be responsible for managing and processing the materials. Madeline Berry, associate director of Community Surveys, Inc., has over-all responsibility for direction and supervision.

The cost of the project will be approximately $30,000, most of it in allocations of staff with only a relatively small additional cash expenditure. St. Paul is providing services and funds for approximately two thirds of this total budget, Community Surveys, Inc., the other third.

The plan falls into two parts. In the month of November 1948, the hun-

dred-odd public and private agencies will provide material asked for about their case loads, registrants, inmates, or persons otherwise receiving service during that month. We should not be surprised to see this produce information about the problems and needs for service in upwards of 50,000 out of St. Paul's some 100,000 families. After this material has been processed and tabulated, it will be carefully analyzed and interpreted, not only from the standpoint of its practical usefulness for local self-analysis, evaluation, and planning, but also from the standpoint of the working practicability of the reporting procedures themselves.

Then on the basis of this analysis, detailed recommendations will be made regarding revision of St. Paul's present reporting and fact-finding system.

F-U-R-S

The basic schedule on which the agencies will report data was worked out under the direction of Madeline Berry, Caroline Wagner, and Reginald Robinson of our staff, and a good many of the local agencies.

All agencies, whether they are working in the fields of welfare, health or recreation, will report on the same form, although naturally using only those items reflecting the type of problems about which they have information, or service which they render. But we believe that this device, in itself, will do much to bring about a better understanding of the relationship between the different kinds of problems which often confront the same individual or family, and of the constellation of specialized services which are so frequently required to meet them.

At St. Paul's suggestion we are calling this schedule, and its accompanying procedures, the "Family Unit Reporting System." This title does justice both to its mechanical devices and to one of its important underlying concepts. For in each instance the form calls for identifying information about the whole family — father, mother, children, or other members—even though the agency may be serving only one of them. A precautionary device to guard the confidential nature of the information will separate the surname and address from the rest of the sheet, after the family has been given a number to preserve its statistical identity.

Certain data, like the presence of disease, mental illness, personality difficulties, recreation participation, and so on, can be tabulated by the individuals affected and rates calculated on an individual basis. But all information coming from different agencies about the difficulties affecting individual members of the same *family unit* can be consolidated, tabulations made, and rates calculated on a family basis. This will make for a new element of comparability in statistical interpretation, for in some fields data have been available only in terms of individuals, in others only in terms of families. It also gives a method by which to *apply* to the problems of planning, our long standing knowledge that the family is the basic social unit, whose weaknesses and strengths must be taken into account in rendering many types of specialized service.

The central core of the items in the schedule comes from our classification of problems and services. A detailed exposition of these classifications is impractical here, and in any event it is to be expected that the St. Paul experience will suggest changes and modifications. The broad concepts behind the major problem groupings of (1) dependency, (2) maladjustment, (3) ill health, (4) recreational insufficiency, which we tentatively established some eight years ago as a result of survey experience have stood up well under critical examination. During this period, these have been used successfully in handling a variety of overall community material; for the last two years Community Chests and Councils of America, Inc., has been using them as the major classification of total community expenditures in connection with its Social Statistics Project. In developing and refining sub-problem classifications from the various operational fields, we have found them all to be related to one or the other of these major problem areas.

Broadly speaking, the several subclassifications of the problems of *dependency* are designed to distinguish between those needs which stem from "unemployment" and those which stem from relative "unemployability." Subclassifications in the area of *maladjustment* are designed to distinguish between diagnosed mental illness; socially diagnosed symptoms of personality difficulties; environment or "situational" maladjustments; and those directly related to "family disorganization" as distinct from the problems of the individual. In this area particularly, but in others as well, the classifications distinguish between the particular problems of *children* and *adults*.

The *health* field has a careful classification of the various diseases, which has recently been revised by the Expert Committee of the World Health Organization. For our purposes we are asking for detailed reports only on the major communicable diseases; the principal noncommunicable chronic or degenerative diseases; and the principal conditions of serious physical handicaps. The sub-classifications of *recreational insufficiency* are primarily designed to reflect the need for various major types of "activity" or "associational" satisfactions.

On the schedule also are listed thirty-four different major types of service which generally follow present terminology and practice. In each case, the agency will check the types of service which it provided, and those for which it referred the case to other agencies. For purposes of practical reporting, this does not follow precisely our classification of service functions, and it will be possible later to re-group the data for further analytical and interpretive purposes.

We should finally make clear, perhaps, that the St. Paul demonstration or experiment will form only one part of the materials for our final report. It will help us establish a tentative classification of community problems and services, to be used and refined as we draw upon materials from any other local and national resources, and give broad consideration to human needs, and to the way that the Middletowns of this mid-century can meet them most effectively.

Focus

THE FOCUS OF OUR RESEARCH IS NOT, we hope it will be clear, on the problem of the organizational "structure" through which local planning should be done. Neither is it upon the so-called community organization "processes" by which people in communities are persuaded, or enabled to persuade themselves, to act in relation to any particular objective. Rather it is focused on the systematic development of knowledge and procedures which will be useful in defining and clarifying those objectives—in helping communities to determine *what* needs to be done; *how* best to do it. In other words, it is directed to the issues of community planning posed by Arthur Kruse's question in the August SURVEY MIDMONTHLY: "How do we know who should do what until we know what the what is?"

"I'd Try Anything—"

An Anonymous Plea

Movies, magazine articles, and stories, especially since the publication of "The Snake Pit," have focused a good deal of attention on the plight of mental patients. The families of these patients are grateful for the publicity which has resulted in improvement of the institutions for their care. As a member of one of those families, my gratitude is mixed with the realization that this publicity has given rise to misconceptions which add to our difficulties. This article is written in the hope that it will help people try to understand the problems faced by the relatives of the mentally ill and that it will increase the desire for accurate, authentic information on the subject.

Some of these articles and movies have made prevalent the belief that mental illness of any type is as easily cleared up as a bad cold, if taken in time. It is portrayed as an interesting, fascinating, always curable disease, provided the relatives and physicians have sufficient interest in finding the cause and the cure.

The intelligent looking young woman in front of me at the movies marveled to her companion, "Isn't it wonderful? As soon as he realized that he hadn't caused his little brother's death years before, he got perfectly all right again." In the picture a man lurking murderously behind a door with drawn knife was transformed into a highly acceptable bridegroom. As simple as that! Another recent picture had the doctor telling the husband of a woman whose hallucinations had caused her to kill, that it would take months and that he wished he had had the patient before—implying a certain recovery which would, unfortunately, take a little time.

It is this kind of easy solution that provides ammunition for amateur diagnosticians in real life. It is perhaps understandable that most of us feel we are at least amateur experts when it comes to human nature and personality. But for most of us, the situation is painful enough without being subjected to the diagnostic opinions of well-meaning but uninformed acquaintances.

After we had reluctantly taken the final tragic step for my sister's commitment, one of her friends complained to me, "It seems outrageous that Alicia should be out there with those people! She wouldn't harm a fly." Why tell her of the gun Alicia had somehow procured and how we found her ready to fire it at imaginary persecutors hiding behind a group of children playing in the hotel courtyard? Or of the nights her husband and I spent trying to keep her from throwing herself out of the window? Because of the hope of eventual recovery and of our wish to protect the patients, families do not speak of such experiences. We try to have people see them at their best and avoid discussing days and nights of unforgettable horror and dread.

Because of that protective concealment, we are placed in the painful position of defending ourselves against the accusation, sometimes unspoken, often made outright, of not having tried everything before depriving our loved ones of their liberty. A close friend of ours hid her husband's gradual mental disintegration for months until the doctors warned her that it was dangerous for her and her young daughter to keep him at home any longer. From his bookkeeper, she knew that it would mean financial ruin should he continue his part time management of his business. The doctor telephoned her husband's banker, explaining the situation and the purpose of the visit he had advised her to make.

Instead of sympathy, she was met with a stern upraised hand.

"The doctor has just called me." The banker glared at her. "I talked with your husband just the other day—and I entirely disagree with the doctor. George is perfectly sane. But he *is* a sick man. You need no financial advice but you do need other advice. Go home and take care of your sick husband instead of trying to get his business."

Crushed and humiliated, she came to us for understanding. "What sort of a monster does he think me?" she sobbed. "Why would I want to confine a man I've loved for twenty years, my child's father? What amount of money could possibly compensate for that? The bookkeeper is so worried over the checks George is signing—he says it can't go on. Dr. Adams said I should have taken legal steps long ago—but how could anyone think I would do all this, if there were any other way? Why are people so cruel?"

Ignorance or Cruelty?

It may not be cruelty so much as ignorance, but there does seem a wicked readiness to believe the worst of these families. It seems all we can do is to tell ourselves that well-meant suggestions *are* well-meant, the result of kindly interest, and to try to overlook the implication that we have not explored every avenue before turning down the sad path we are forced to follow.

"When I think of Alicia, gay, beautiful and charming, out there—well, it seems to me that if I were you and her husband, I'd try anything, anything at all," said a friend, urging upon me a magazine article about a new cure—which we had already looked into and found was not advisable for my sister.

People do not stop to realize that of course we would try anything, "anything at all."

We are constantly on the lookout for remedies, we are the ones who rush to the doctors with any articles which hold out a gleam of hope. We are the ones who have the painfulness of visits to the sanitariums, the worry over whether our patients are well-treated, the agony of trying to separate truth from fantasy in their stories. We are the ones who suffer self-reproach for the things we might have said or done when they were themselves, things which can never be set right now, and we are the ones responsible for their care now that they can no longer care for themselves. We do not talk of the cures we have tried, the changes we have made, the treatments we have investigated, the chances taken when

there was just a hint of improvement. Yet we are the ones to whom a woman on the bus passing the state mental hospital referred the other day: "There are lots of sane people shut up in there just so their relatives can get their money."

Protection of the Courts

Many intelligent people share her belief, unaware of the care and wisdom most of the courts use in guarding the estates of the mentally incompetent. Most of us find it easier to make such expenditures as we can afford ourselves rather than go through the legal formalities necessary before spending the ward's money. We appreciate this protection for the patient's and for our own sakes.

The woman on the bus did not know that in most states, two reputable doctors must pass upon the mental condition of the patient before commitment and—movies and novels to the contrary—there are few doctors so grasping that they will, for any amount of money, certify a sane person as insane. She and many others do not know that, even granted the existence of a villainous family and two avaricious doctors, the patient can still demand as a legal right, a jury trial. This is a protection no one would want to deny a patient, but one must remember that when jurors override the doctors' advice, it is the family which is blamed if a tragedy results from an unwise freedom.

When upon the doctors' advice we sought to place my sick sister in a sanitarium, she demanded a jury trial. Her mental state was such that, formerly modest, she gloried in the resultant sensational publicity, posing for pictures—giving interviews. The front page stories of a lovely young woman's "fight for freedom" when her husband wanted to "shut her up because she wanted a divorce" brought avid crowds of curiosity seekers.

The psychiatrists carefully explained to the jury that paranoid dementia praecox patients are often well-read, well-educated and seemingly intelligent despite their dangerous disease. Two jurors "couldn't bring themselves to vote to shut anybody up" and the case was left to the judge. He blandly pronounced, "Doctors are overcautious. She talks too much, but all women do. There may be money mixed up in this." And amid cheers for the patient and hisses for the doctors and the relatives, he freed her. No evidence about money had been introduced and we could only believe that the judge had seen too many movies or read too many novels.

It was not the judge who was called all the next week by frantic hotel clerks as she went from hotel to hotel, always claiming that some of the other guests were plotting to kill her. The judge did not have to wait apprehensively while this sick girl, freed from all restraint, wandered across the continent by plane, train, and bus. Finally, there came a telephone call from a hospital in Arizona where she had been taken raving from the plane, with airline officials refusing to allow her to travel further.

That judge must have shared the common belief that to be mentally incompetent the patient must be incoherent. Those people who announce that they have talked with Sam or John and as he discussed the United Nations intelligently, a grievous wrong has been done him, would hesitate to accuse the patient's family of theft or arson—yet they make a far more serious accusation. What do they know of the days when Sam or John can discuss nothing but his own hallucinations and when he tries to act upon his distorted ideas? Only his doctors and those nearest to him know of those times and, for the patient's protection, they do not tell. With most patients there have been long months when the families pretend to themselves that nothing is wrong. "She is just peculiar" or "he always was eccentric" they tell themselves while they make every effort to stave off the necessity to take the final step.

Many Dangers

These anxious months are often fraught not only with physical danger but the danger that comes from dissension and damage caused by the sick mind, before the sickness is recognized. Alicia's husband, whom she married without telling her family and without telling him of her previous breakdown, has suffered much in reputation from the plausibility which people do not expect in the mentally ill. Now that her condition is known, there are many who, unaware of his months of watchful care, of his patient efforts to help banish her delusion of persecution, still feel that "if Alicia had married someone else, it might not have happened." Useless to explain that the doctors say

A Psychiatric Social Worker Comments:

The unhappy position of the relatives of mental patients is an aspect of the problem of mental illness which is often overlooked. The author of this article has brought the question to our attention in a way that is the more moving for its restraint and fair-mindedness.

In the attempt to make such a complicated subject as mental illness more understandable, and to divest it of some of its mysterious and frightening aspects, there is a tendency to oversimplify and to imply an easy cure. This, of course, does not follow, any more than it follows that because *some physical* ills are easily cured—especially if treated early—*no* physical ills are serious or chronic.

I was struck by the weight of public opinion that makes the author say "we tried everything" before considering a hospital. It is a telling criticism of our mental institutions that we should look upon them as a last resort rather than a resource for treatment and, where necessary, protective care.

Part of the public misconception about psychiatric care is due to inadequacies in the hospitals themselves. Until an enlightened and insistent citizenry forces change into our mental institutions, including salaries which make it possible to attract personnel of a high caliber, this will continue. Until citizens force legislators to make adequate provision in their budgets for the care of the mentally ill, there will be little real treatment; and the hospital will continue to be a foreign body separated from the community of which it should be a part. The separation from community life does much to breed the kind of misconception and fear which this author describes.

As Dr. George S. Stevenson, director of the National Committee for Mental Hygiene says, "If the public buys misunderstanding, it gets misunderstanding."—*Mary C. Bentley, assistant director, Division on Community Clinics, The National Committee for Mental Hygiene.*

her disease has been present for many years, unrecognized because of her unusual charm and beauty, and that marriage or no marriage, the breakdown was inevitable. Those friends listen, feel that it is nice that the family attaches no blame to the husband, but hold fast to their theory that mental disease, in anyone as bright and attractive as Alicia, is brought on by the wrong treatment, and could have been avoided if handled rightly. No one suffers more from that erroneous belief than those nearest the mentally ill.

Relatives are sometimes blamed for visiting too rarely and this censure may be just in many cases. However, those of us who make the visits know what ordeals they can be.

You may say to yourself, "It is not she—this is not the little sister I knew." But the voice is the same, the appearance is the same, the memories are the same only now distorted into caricature. You remind yourself that the real person is in a sort of eclipse, yet it is hard to remember that first person, in the face of the bitter, reproachful patient.

We make the visits and we will continue to make them as long as one of us lives, though that real person we loved will become more and more a shadowy memory, superseded by the patient. But we never have the comfort of knowing that the visits help and indeed sometimes we know that they are detrimental. Last week the nurse told me, "She was worse after you came last time. Before that she was telling the others about the millions of dollars she has and they told her fantastic stories and they believed each other. Seeing you jerked her back and she rebelled against being here and wanted to get out and punish her enemies. She talked out of the window all night after you went." There are undoubtedly many patients who are glad to see their relatives, which makes a difference, but the haggard faces of the husbands, and the sad eyes of the wives and mothers, make one realize that visiting is a difficult experience for many.

The most interesting writers on this subject are those who have themselves suffered serious breakdowns and have recovered. They have brought much hope to agonized families who feel that what the writer has done, their afflicted ones may do. But even those recovered writers must forget much, too. For instance, they often fail to mention incidents which brought into being the rules which they so resented. Virginia in "The Snake Pit" tells of her handkerchiefs being finally returned—but surely at Juniper Hill, her hospital, she must have seen, as I have seen, clothing torn by angry hands before it is even tried on, and gifts of fruit and candy thrown away—gifts which many times meant sacrifice on the part of the giver. Virginia must have heard the attendants berated for stealing articles which the patients have themselves unknowingly destroyed. What wonder that some gifts are forbidden and that the nurses are overcareful of the patients' belongings?

Avidly reading of the overcrowded mental hospitals, the public seems eager to believe stories of cruelty and neglect. There *is* overcrowding, neglect, and even cruelty in some of our mental hospitals; we, the families, realize that and worry the more over the care given our afflicted ones. This is a plea that people understand our concern and worry, though we do not display it in public. We welcome the interest of our friends, and appreciate the sympathy of those who care for us and for the patients, but we ardently wish that when people discuss mental illness they would take the trouble to get accurate information. We wish that they would consult a doctor familiar with such cases before passing upon the condition of any mental patient.

We wish, too, that before people imply that everything has not been done, they consider the grave reflection such an implication casts upon the integrity and the common humanity of the patient's relatives. We must work for more and better facilities for the care of those in mental hospitals. We must have hope that more cures will be effected to restore sick people to their homes and families.

May those families also hope that they do not have to bear unjust suspicion and censure as they endeavor to deal with their tragedies as wisely and as humanely as possible?

A community is more than a place and more than people. It is a commonwealth of duty and responsibility, of purpose and love. It takes the continued vigilance of every member of the community to keep the community alive. There is always a terrible danger in being too comfortable and too secure in our little personal worlds.—*The Right Reverend Stephen F. Bayne, Jr., Bishop of Olympia.*

Legal Aid for Agencies

HELEN L. BUTTENWIESER

Lawyers are mechanics who work the machinery of law. Social workers need the services of lawyers, and it is well to remember that lawyers, like other specialists, give better service when they understand what those who consult them are driving at. Careful interpretation of the aims of social work make it possible for a lawyer to obtain better results for the client, and to do a better job of interpreting the law to the client. As the lawyer gains a clear understanding of the social work point of view through experience with many individual problems he will be more constructive in the process of securing needed changes in the law.

In many cities and towns, social agencies, as a matter of course, seek responsible legal counsel both in behalf of their clients and in behalf of the agencies themselves. Yet there are many agencies and individual social workers who do not avail themselves of this service. This may perhaps be due to lack of understanding of the areas in which legal services can prove helpful and timesaving.

The largest general field where the lawyer and social worker can work together to the advantage of the client is that of family problems—desertion and its concomitant difficulty, non-support; separations, divorces, and annulments. The much publicized field of adoption is another where problems require joint planning by lawyers and social workers. Problems of settlement and residence, landlord and tenant problems, and the field of personal contracts are others which involve both legal and social services.

The problems involved in desertion or abandonment and non-support run the entire gamut of practical and emotional difficulties. The right to invoke the legal resources of the community in such matters is based on the legal premise that a wife is entitled to support from her husband as long as she remains his wife, provided the *husband* has not been granted a legal separation for cause; and that children are entitled to support from their father as long as they are minors, and in some states even longer if they are physically or mentally handicapped.

In some states there are two types of courts to which a wife may go to obtain support for herself and her children. The one type of court is the civil court of the state to which a wife can go to obtain a separation or a divorce. The support is then obtained as a part of the decree.

The other type of court is a social court, known as the Domestic Relations or Family Court. The application to the Domestic Relations Court is, in effect, an application for relief as a destitute person or a person about to become destitute, and the court in awarding support, is saying that as between the community providing support and the husband providing support, the husband has the greater responsibility. Because of this philosophy, there is naturally a reasonably low top limit to the amount of support which can be ordered. However, there are advantages in going to that court, where it exists, instead of to the higher civil court. One advantage is speed; another is that since Domestic Relations Courts are of reasonably recent origin, they are apt to have a social attitude that is lacking in the purely legal courts. Attempts are made at reconciliation, and social investigations, made before the hearing, give the court the benefit of a background for hearing the case. The hearing itself is informal; husband or wife can tell his or her story without interruption.

The author, a child care and children's court caseworker for six years, has been practicing law for twelve years, and is now a partner in the New York firm, Lindau, Robbins, Buttenwieser & Backer. Recently she wrote *The Survey* editors:

"When I first become a social worker, laws seemed to me to have no conceivable connection with social work, except perhaps that they existed for the purpose of frustrating me in my attempts to model a Utopian situation for my client. Nowadays, as the official legal counsel to one large agency, and as the inadvertent legal counsel to many other agencies, I find the shoe is on the other foot! For each day I find myself explaining the purpose and usefulness of countless laws that social workers regard, just as I once did, as barriers rather than guides. It is because I believe laws to be guides rather than barriers, that I have written this article."

When the Husband Disappears

Usually, the husband who deserts and refuses to support his wife and children merely moves to another part of the city or community and is easily reached with a subpoena or warrant. Frequently, however, the husband disappears. If that happens, the National Desertion Bureau, a privately run socio-legal agency, whose offices are in New York City, can be called on for assistance.

Should the National Desertion Bureau succeed in locating the missing husband, and if the husband's earning power warrants it, the aid of the local district attorney can be enlisted to bring the husband back where he can be sued for support. At the present time this is a rather barbaric procedure, since the man must be held as a criminal on an abandonment charge, brought back as a prisoner and literally forced to support his family or go to jail. As this unpleasant and expensive procedure almost inevitably causes the man to lose his job, it rarely does anyone any good.

Recently, an assistant district attorney in Brooklyn has suggested a remedy for this dilemma. His plan consists of having state legislatures pass identical bills which would permit the wife, as plaintiff, to testify in writing so that the case for support could be tried in the state where the husband and father is found, and the judgment providing for support of the wife and children could be enforced right where the husband and father is and where he has a job. Not only would this permit him to keep his job, but also it would save the states the expense and trouble of extraditing the husband, while at the same time it would avoid for the husband the humiliation and unpleasant experience of being the subject of an extradition. New York State has just

enacted a law which would permit such a procedure, and there are indications that several other states will follow this example.

Living Apart

Separations, divorces, and annulments come within the province of the civil court. Separation from "bed and board," as it is technically called, is a court order which provides that the parties are still husband and wife, but may live apart. The court order also determines the amount the husband shall pay to the wife every week, who shall have custody of the children, and on what terms the other parent may visit the children. Of course, it is not necessary to go to court to settle any of these questions. Any or all of them can be made a part of a binding contract if the parties can agree. A settlement by agreement is always preferable, not only because of the usual disadvantages of litigation, but because the court will not order a husband or wife out of a house or apartment, nor will it order the division of jointly owned property in this type of action.

Applying to the court is a useful step where the parties cannot agree on custody or alimony. However, some states do not have an "action for separation" and in those states, if the wife needs support and cannot live with her husband, she must apply to the Family Court, with its limitation on the amount of alimony to be paid by the husband.

Divorce is an order of the court which terminates the marriage from the date of the order. In only one of the forty-eight states are there no grounds at all for divorce. In the forty-seven that do have grounds, there are almost forty-seven varieties. It is not uncommon for states to have a number of grounds, but some states limit them to one or two. Where there is only one ground, as in New York, that ground is adultery. Incidentally, in almost all states the commission of adultery is a crime, but in a great number of these states, it has been many years since this particular crime has resulted in a conviction.

Until recently, the least used matrimonial action was one for an annulment or a dissolution. An annulment is a court order which declares that there never was a real marriage. Grounds for annulment include an existing marriage by one of the parties, existing but concealed mental illness or venereal disease, as well as fraud in making of the marriage contract.

Fraud covers different things in different states. In some states, proof that a spouse pretended to want children before the marriage, and after the marriage shows that he or she never intended to have children, is grounds for annulment. A change of heart after the marriage is not grounds; there must have been fraud in making the contract. Conviction for prostitution, concealed before the marriage, may be grounds, but if the conviction was known to the other spouse before marriage, there can be no annulment, since there was no fraud involved. In most states, lack of chasitity before marriage is not grounds for annulment whether concealed or not concealed, nor is the later discovered existence of an illigitimate child. This does not hold true in all states but does for many, including New York.

Landlord and Tenant

All too frequently, social workers come in contact with the need for legal interpretations in connection with landlord and tenant problems. Our law is based on English law, which in turn is based on the theory that real property is more important than any other kind of property, and, therefore, must be safeguarded. Real property means land; personal property—everything else. The laws concerning landlord and tenants are involved at best, and additional complications have been created by the conflict between the existing law and provisions of the emergency rent control laws.

It is in this field that we have recently had, in New York City, an example of the benefits of close working relationships between social work and the law. A ruling by the area director resulted in an "epidemic" of rent increases for homes having foster children. Social workers were able to give lawyers a clear understanding of the ill effects of such raises on many aspects of foster home care. Lawyers were thus enabled to put across a social point of view in a hearing before the area rent director. The ruling has now been reversed, with resulting benefit to the foster children under care in these homes.

In ordinary times, evictions play an uncomfortably large part in the problems of low income and relief families. Social workers need to know the limits of both landlord and tenants' rights and liabilities in advising their clients. They should know, in general, what is and what is not cause for eviction and what the tenant is required to do by law.

The field of personal contracts is one in which social workers ought to have some knowledge of the broad outlines of the laws involved. Though the social worker may not be called on to advise clients concerning installment contracts, wage assignment laws, money claims, personal injuries and other like problems, he should be able to recognize the existence of those problems, rights and liabilities which call for obtaining expert advice.

When Served with a Subpoena

Social workers often come up against their own or the agency's legal responsibility when he or she or the agency is served with a subpoena either to testify as a witness or to produce the records of the case. The first step in such cases is to consult an attorney because there are certain legal limits to the service of subpoenas which should be observed. If the agency or its workers has in its possession facts which have a direct bearing on the case and will aid the judge or jury in deciding the case, no attempt should be made to withhold these facts. Social workers all too frequently arrogate unto themselves the decision as to whether the judge is fit to be trusted with the facts. If, on the other hand, the subpoena is merely to facilitate what is known as a "fishing expedition" then by all means, the agency's lawyer should be consulted for help in avoiding any unnecessary divulgence of information.

WHENEVER A LEGAL PROBLEM ARISES, seek the advice of an attorney. Use a lawyer for the social agency as well as for the client—he can help the staff render better service. Explore the help to be gained from your nearest legal aid society for direct service to a client who is unable to pay for service. Where the client is able to pay a modest fee, consult your local bar association for referral to a lawyer.

Finally, in your cooperative dealings with lawyers, give them credit for the capacity to understand and sympathize with what you are trying to accomplish. It has always puzzled me to note the discrepancy between the infinite care and patience social workers use when handling a client and the lack of their fine techniques in their approach to others. Lawyers and social workers both have the job of helping people. Let's try to understand each other's services better.

Overdue Blueprint

Last January President Truman asked Federal Security Administrator Oscar R. Ewing to "undertake a comprehensive study of the possibilities for raising health levels" in this country and to report those "feasible goals which might be realized by the American people in the next decade." Last month Mr. Ewing's report, "The Nation's Health, a Ten Year Program," was published in Washington, prefaced by acknowledgment of the work done in May by the National Health Assembly (see Survey Midmonthly, "Health for the Nation," June 1948). Your editors present here comments on the report by Dr. Edward S. Rogers, Dean of the School of Public Health, University of California, along with brief versions of nine "health goals" which are discussed in detail in the report itself.

This report, requested of Mr. Ewing by President Truman in January of this year, is an exceptional document. Containing 186 pages of well organized, splendidly printed, and appropriately illustrated material — charts and diagrams—it represents the most comprehensive discussion of this subject of which I am aware.

Granting that some individuals and some groups may not accept Mr. Ewing's recommendations, especially that of compulsory national health insurance, few are likely to question the value of this document or the importance of the clear challenge that it addresses to the American people: to take well considered and essential action to improve the nation's health. This challenge he presents repeatedly and well—sometimes with a new and forceful twist: "Even those areas where services are best can work some improvement through vigorous and coordinated local action."

Not content with just saying that something should be done, Mr. Ewing shows clearly what is needed and gives many useful guides as to how these needs can be met. He presents, in about as much detail as is possible at present, what he calls a "blueprint." And such a blueprint is long overdue!

I do not agree with all that Mr. Ewing says. My copy is full of marginal notations where I have questioned his use of data (unfortunately he does not document his statements), his logic or his suggested solutions. But he has gone out of his way to consider both sides of the principal issues and one must respect the honesty and objectivity of most of his conclusions.

Among these marginal comments, the notation, "best statement of its kind I've seen," appears at several points, interspersed by others that add up to the conclusion that Mr. Ewing's blueprint is not yet right for the local planning crew, though he makes much of the importance of these groups and their responsibility for action. However, as one among the many who long have been crying for a national blueprint, I am delighted to have this as a starting point. May it be widely read, may it serve as the medium for drawing together regional groups of the professions and interested citizens throughout the country to explore the next steps to be taken by each. The report is admirably suited to such purpose and should be so used!

It is most unfortunate that the time of publication is such that the report cannot escape the question of its political use. Whether its publication at such a time in an election year is by intent or accident does not alter its inherent value, and I would hazard a guess that no alert political strategist is going to risk making this subject a partisan issue. Rather, it would be wise to acknowledge, along with the rest of us, our indebtedness to Mr. Ewing, and to the National Health Assembly from which he derived much of his material, for a most significant contribution to the nation's future well-being.

EDWARD S. ROGERS, M.D.

Salient Points

As ways to work toward the "total goal" which is "to assure for every individual his utmost degree of health," the report, "The Nation's Health," recommends nine specific health goals:

"To increase our supplies of *medical manpower* . . . by expanding and establishing medical colleges, training schools and teaching hospitals" so that production of manpower will be forty to fifty percent more by 1960.

"To assure that there are enough *hospital beds* of all kinds everywhere . . . and to finance hospitals so that they may give the highest quality service . . . by adding 600,000 [beds] by 1960; by building . . . health and community centers . . . and by uniting hospitals and centers" to assure full service to remote regions.

"To assure that every individual without regard to his economic status has *full access to adequate medical services* for the prevention of illness, the care and relief of sickness and the promotion of a high level of physical and mental health."

"To focus attention on *mental health* as a leading area for medical progress in the last half of this century," promoting research and expanding facilities for preventive and curative work through federal assistance.

"To enable everyone in the nation to enjoy a healthy, active and productive maturity, by *controlling chronic diseases,*" and relieving other problems of adult life.

"To *rehabilitate* the 250,000 men and women . . . disabled through illness or injury every year," restoring them to as nearly normal life and work as possible.

"To assure to *every child* in the country *the utmost degree of health* . . . through a national plan that will build progressively toward complete medical care and social, psychological and health services for all children and mothers in childbirth."

"*Planning and action* in every community and state, directed toward providing the best possible health conditions for all their people, by assuring adequate local supply of needed services, and by organizing the local agencies of health . . . for the welfare of the community."

"To establish everywhere *local health units* with full time qualified staffs adequate to the needs of the population; to increase and improve the training of public health workers to the end that their numbers be doubled as rapidly as feasible."

EPITOMES

JOURNAL OF Social Casework

Formerly THE FAMILY

Helping People—The Growth of a Profession

Gordon Hamilton

In an article on "Human Principles," John F. Wharton said, "If we really want to eliminate war . . . our best hope probably lies with small, scattered groups who . . . are endeavoring to conduct 'pure research' into the nature of man. By 'pure research' I mean seeking after fundamental *principles,* rather than tangible results." I shall attempt to indicate what may be clues to such a principle in examining some of the concepts and methods of [social work], one of the oldest and newest professions, one that hopes and strives for the application of scientific knowledge and conscience in the task of trying to help one another.

The method of social casework, which is applied individual by individual and family by family, makes a not insignificant contribution to social welfare. One concept hangs upon another. *Any ability to help others effectively rests on respect for the human personality.* This means that workers do not impose upon the client their own goals or standards of behavior, but respect the client's right to be himself and make his own decisions. *Help is most effective if the recipient participates actively and responsibly in the process.* The greatest gift anyone can offer is to enable another to realize his own capacities for change and growth. Love is part of the dynamics of any real healing, but it must be a special sort of love—a disciplined concern, not indulgence for oneself. *Respect for others includes respect for their difference.* Help at its best accredits and builds positively on the richness of cultural variation, tries to break up derogatory stereotyping. *Self-awareness is essential in understanding others.*

There seems to be an important connection between the ability to accept others as they are, and being able to look inside oneself and face the goodness and badness there. If the social worker has warmth and a sincere desire to help, he can, in his training, learn to control his impulses wisely, but if he lacks this concern for others, he can never be trained for effective service. Not only greatly increased educational resources but research, to determine how to test and screen for the essential aptitudes, are urgently called for.—*Journal of Social Casework, October.*

Social Work JOURNAL

The Economic Position of Social Workers in the United States

Ann W. Shyne

Social work salaries are at present a highly controversial topic. This article is an attempt to draw together such data as are available on current salaries.

[Table I shows salary ranges for local casework positions in New York City hospital work, December 1946; family service agencies, which had established salary ranges, January 1948; Veterans Administration and American National Red Cross, December 1946.] One may regard as roughly indicative of beginning salaries in the first two fields at the opening of 1948 the figure of $2,400 for the fully trained but inexperienced caseworker, $3,300 for casework supervisor, and $4,000 for executive. Salary scales for VA and ARC for beginning caseworker are considerably higher.

A report of the New York State Department of Civil Service issued on January, 1947, on beginning salaries for casework positions in New York and certain comparable states, [shows that] the New York State salary and that for other states in the study, are similar to those for family service agencies and hospitals.

In many states, professional training is not required for social work positions. A study in 1947 of announcements of state civil service examinations, showed that graduate training was infrequently required for "caseworker" though more often for "child welfare worker" or "medical social worker." When the positions were graded according to level of responsibility, the median beginning salary for the lowest grade of social worker was reported as $1,740, for the middle grade, $2,250, and for the top grade, $2,750. Beginning salaries for the lowest grade of child welfare worker varied from $1,710 to $2,820, and for the lower grade of medical social worker, from $1,800 to $3,360.

In local public assistance offices early in 1946, the median salary of directors was $2,220.

While one cannot, from these scattered data, derive a very clear idea of salary distribution, the evidence does seem to indicate that salaries in the profession are generally insufficient to maintain a satisfactory level of living for a family.—*Social Work Journal, October.*

PUBLIC WELFARE

". . . And Must Not Have Transferred Property"

Ethel Griffing

Since the beginning of the public assistance program, public welfare administrators and their staffs have had difficulty with transfers of property by applicants or recipients. The following paper attempts to tell what one state is doing in this area.

The Kansas Welfare Act provides as one of the conditions of eligibility for OAA that an applicant must not have "made an assignment or transfer of property for the purpose of rendering himself eligible for assistance . . . within two years immediately prior to filing application." This provision does not apply as a factor of continuing eligibility except in determination of need.

The question arises again when a review is made of the recipient's continued eligibility. It frequently becomes difficult for the public to see that a

change in need may be brought about by a transfer of property. Also, many emotional elements may be involved, and the decision complicated by them. [The client's] feeling about "grant money" may be entirely different from his feeling about "personal" property he was allowed to keep at the time of application.

It is suggested that there be joint evaluation on the part of the client and the agency as plans and decisions are evolved. When the decision is reached by a process in which the person and the department participated throughout, the result is more likely to be mutually understood and accepted.—*Public Welfare, October.*

Journal of Psychiatric Social Work

Recent Developments in Treatment in Mental Hospitals

Ethel B. Bellsmith

Many of you, familiar with the flood of books and articles allegedly presenting the current situation in state mental hospitals, must have wondered whether any good thing takes place there. It is therefore timely to report recent developments and programs currently in effect. All the methods of tratment discussed are available in a few hospitals, some in all.

One of the most difficult problems is the ever-increasing number of elderly patients. The high number has focused attention on the need for more selective care, and they are usually placed in separate wards away from the more active patients. Four factors are emphasized: a permissive attitude and an interest in making the patient comfortable; immediate treatment of any medical problem; realistic goals for improvement; early return to community care.

Possibly the most discouraging cases up to 1938 [were] patients with tuberculosis. Treatment consisted of bed rest, nursing care and diet, in custodial buildings. A radical change in program was based on the development of a more hopeful view of mental illness and realization of the extent of the problem as a result of a periodic mass X-ray initiated in 1938. The construction of specially planned buildings followed, together with the introduction of the newest equipment and surgical methods. Medical opinion had been opposed to the use of fever therapy in cases of tuberculosis, and it was feared that shock treatment would accelerate the tubercular process. However, it has been demonstrated that fever therapy and penicillin can be used effectively in the treatment of a patient with both tuberculosis and general paralysis. Electric shock has been used in selected cases in which the tubercular process is apparently healed or arrested, with concomitant improvement mentally and physically.

[In] the treatment of general paralysis of the insane, the length of treatment has been materially decreased by the use of malaria, fever therapy, and penicillin. Electric shock, introduced in 1942, has superseded the use of metrazol. It has been found helpful in cases of involutional melancholia, catatonia, and depressed types of manic depressive psychosis. Insulin therapy has been found useful with paranoid and hebephrenic types of schizophrenic patients. The operation of leucotomy is being used successfully in [some] cases. Selected cases of alcoholism have been greatly helped by Alcoholics Anonymous.

For many years occupational therapy has been a valuable adjunct of medicine in general and mental hospitals. Recently classes and work shops have been organized with emphasis on the value to the patient of appropriate training to be used in gainful employment on leaving the hospital. Various types of recreation had been used to some extent for many years. The value of a well-rounded program was demonstrated anew by the American Red Cross in establishing recreational programs of all types in military hospitals.

Social service has been available to patients in mental hospitals in New York State since 1906. As the need for a program of continuous services became apparent, emphasis changed from one of merely parole follow-up to appropriate service from the time of admission to discharge.—*Journal of Psychiatric Social Work, Summer.*

AMERICAN JOURNAL OF
PUBLIC HEALTH
and THE NATION'S HEALTH

Results and Problems after Four Years of a Conservation of Hearing Program

Dr. William R. Willard and Dr. Donald F. Proctor

In February, 1943, a program for the prevention of deafness in children was started in Washington County, Md., the first program of its kind, financed by the U. S. Children's Bureau and conducted by the health department.

The following services were provided: case finding; a clinic for diagnostic ear, nose, and throat work, and radium treatment of adenoid tissue; public health nursing service; hospital, surgeon, and anesthetist services and hearing aids for those unable to pay.

Cases were obtained by referrals from teachers, nurses, and private physicians, and testing of school children. The clinic was staffed by the clinician [from the Johns Hopkins Hospital and Medical School], medical stenographer, nurse, and audiometric technician. Whereas only 28.6 percent of 433 patients were found to have normal hearing on the initial examination, 63 percent were normal on the final audiograph.

In reviewing the program, administrative recommendations [included the following]: Teachers should be given a better understanding of the program. The services of a medical social worker, services equivalent to that of a full time public health nurse, and general medical supervision of all patients, should be provided. An active advisory committee should be developed. The policy of fees for service should be reexamined. The most conspicuous gap is rehabilitation, especially speech reading.—*American Journal of Public Health, October.*

Channels

The American people may be treated to some real education about group work if the mass media decide to follow through on their early interest in the seven German youth leaders, brought here at the request of the Military Government in Germany under the auspices of the youth division of the National Social Welfare Assembly, to study democratic methods and bring them back home for application.

Two weeks ago the assembly introduced these students at a luncheon for newspaper, magazine and radio people, some of whom made plans for features. When and if these appear, they are bound to emphasize the philosophy of group work and the influence it can have on the character of a whole generation. Seen from this angle, familiar American agencies may take on a different aspect.—*Channels, October 1.*

THE COMMON WELFARE

Congress on Mental Health

Establishment of the World Federation for Mental Health "to promote among all peoples the highest possible level of mental health," climaxed the International Congress on Mental Health held in London August 11 to 21. The new federation, to replace on a much wider basis, the International Committee for Mental Hygiene, will carry forward the mental health movement through an international network of discussion groups.

The congress itself, in which over 2,000 psychiatrists, sociologists, social workers, anthropologists, and representatives of related professions from fifty-four nations, joined forces to grapple with the worldwide problems implicit in the congress theme of "Mental Health and World Citizenship," was a "remarkable example of real democratic process," reports Mildred Beck, assistant executive secretary of the New York Mental Hygiene Committee, State Charities Aid Association.

Representing a diversity of customs, cultures, and languages, often holding very different concepts of the same technical terms, the participants courageously undertook to reach a common understanding in order to find ways in which the people of the world can live harmoniously with each other and above all with themselves. The obstacles to agreement on even basic terms were strikingly apparent, reports Albert Deutsch in the *New York Star*. For instance, some delegates used the term sex in a narrow biological sense, while many followers of Freud interpreted it as encompassing nearly all of human behavior.

One major disappointment was the decision of the Soviet Union not to send delegates to the congress. However, a full report of the proceedings and an invitation to join the federation were forwarded to the Soviet Academy of Science at the close of the session.

The work of the congress was carried on in three major conferences: the International Conference on Child Psychiatry, the International Conference on Medical Psychotherapy, and the International Conference on Mental Hygiene. Participants and observers report that extremely valuable work also was done in small informal meetings where people holding comparable jobs in different countries were able to get together for the first time to work on common problems and learn from each other.

Federation

At its first meeting, the World Federation for Mental Health drafted plans for setting up an international network of study commissions on a permanent basis to work toward international understanding. A substantial number of the 300 multi-discipline study commissions which prepared material for the congress are planning to continue their work under the auspices of the federation, and many new ones will be set up.

It is expected that the federation will be recognized as an affiliated agency of the World Health Organization and UNESCO. The federation will seek, according to its by-laws, to support and cooperate with WHO, UNESCO, and other UN agencies; to master the ability to live harmoniously in a changing environment; to promote and conduct research, surveys, and demonstrations in the field of mental health, and to provide information, counsel, and assistance in this field; to help develop an informed public opinion on matters of mental health, and to act as a clearing house for information.

Mental health societies of twenty-one nations are charter members of the federation. Membership will be extended to any national or other organization concerned with mental hygiene, from any nation eligible for membership in UN or its agencies. Dr. John R. Rees, British psychiatrist, was elected president of the new federation. Dr. George S. Stevenson, medical director of the National Committee for Mental Hygiene, will represent the United States on the federation's executive committee. The next session of the federation will be held next summer in Geneva, which city may become its permanent headquarters.

Mental Health and War

Speaking before a plenary session of the International Conference on Mental Hygiene, Dr. Carl Binger, associate professor of clinical psychiatry, Cornell University, declared that "the prevention of war should be our first and our chief concern." Warning that "there is much evidence for believing that individuals or groups, holding some special political or economic power, lay plans for war well in advance of the event," he declared that "we medical and social scientists, who specialize in the study of man and his relationships, must marshal all our knowledge and our best intelligence to grapple with the problem of how to prevent war; how to wall off the source of infection emanating from power groups; how to interfere at every possible point with its spread; how to build men and women who can resist these infections.

"We must use our psychological insights to persuade statesmen and politicians to give us a hearing and act on our findings. They would not think of trying to wage wars without the help of scientists—physical, medical, and even social and psychological—but they manage to get into wars which these same scientists might enable them to prevent."

Cross-Fertilization

The congress provided an opportunity for "cross-fertilization" between psychiatrists and social scientists with inestimable value to both, Lawrence K. Frank, director of the Caroline Zachry Institute of Human Development in New York City, reported in his summary statement at the final session of the congress.

Urging continued cross-fertilization of this kind looking toward the goal of a blended concept of man, he pointed out that in the past "it has been difficult for most social scientists to see how the careful study of personal developments and personality deviations could be useful to the economist, political scientists, sociologist, and lawyer. It has also been difficult for the psychologist, and especially the psycho-

analyst, to find in economic, political, and social theory much of relevance to their problems and tasks. Psychiatrists, lacking the necessary awareness of the social and cultural context, have often failed to recognize in the conflicts and disorders of their patients the symptoms of a sick and disorderly group life—of disintegrating cultural traditions and destructive or self-defeating social practices and institutions."

Delegates who had been working among the millions of Europe's displaced persons called for the enlistment of all groups working for social welfare in the program for world mental health. They warned that immediate pressing problems of food, housing and education must not be overlooked if peace is to be achieved.

Social Change

Stating the goal of the congress as the promotion of "more harmonious interpersonal relationships within a family group" and thereby through all society, Dr. D. R. MacCalman, professor of mental health, University of Aberdeen, recommended to the delegates a study of "what indirect methods we can usefully employ to influence the behavior of society as a whole," and "what direct methods there are of resolving aggression within the family."

The direct method of influencing people, which "operates in the immediate environment and is identified with the person who exercises it," has in his opinion "a large part to play in the slow process through which the instinctual urges and aggressive tendencies have to evolve." People are also influenced indirectly, according to Dr. MacCalman, by the structure of their community life, by membership in associations which cut across community and in some cases national life, social mechanisms such as competition, and the "situations" in which they find themselves. In attempting to influence people through such indirect controls, Dr. MacCalman warned, however, that "at all costs we must avoid the pitfall of regarding indirect mechanisms as methods which can be suddenly thrust upon humanity. Rather we must think of them as affecting a gradual change in the thought, feeling and behavior of the individual."

Much human behavior grows out of unconscious traditions rooted in the past, he declared. These traditions, often rife with superstition and productive of distorted minds, are difficult to destroy and hard to replace by other values. "Wise reform," he warned, "can take place only if the harmful elements are removed slowly, while the beneficial customs and archetypes are retained."

In this vein, Margaret Mead, associate curator of ethnology, American Museum of Natural History, urged a careful consideration of the widely varying character structures of peoples in planning for mental health on a world scale. Illustrating her theme with a discussion of the widely different ways in which nationalities experience guilt, she declared that unless recognition is given to the "differences in character structures associated with different kinds of social arrangements, family structure and political forms and practices . . . there is danger that the precise and accurate application of the findings based on the character structure of patients from one culture or one social stratum or religious background may lead to social recommendations which . . . may actually be destructive in other societies." For instance, she pointed out that the typical Japanese experiences guilt largely as a result of betrayal of the social group while the Englishman is trained to feel more individual responsibility for his relationship to what his government does. In times of social upheaval or revolution, she warned, strong unconscious elements sometimes come into play, and may find expression in such group phenomenon as the scapegoating of a minority group.

Family Life in Transition

Delegates expressed diverse views as to how to cope with the growing problem of marital disharmony, now manifest the world over. The majority advocated increasing social support for the family unit, although some delegates went so far as to question the value of the family in modern society. A careful reexamination of the family structure as it is known in western Europe and here was recommended to determine which elements are sound and which should be discarded.

The marriage breakdown rate in some countries is now 25 percent, Dr. E. F. Griffiths of the Marriage Guidance Council of Great Britain reported. In Great Britain it is now 20 percent. Premarital pregnancy, illegitimacy, illegal operations, and venereal diseases are all on the increase there, he said. Principal causes of the weakening of the family unit, in his opinion, include the current economic insecurity, materialism, the shifting social pattern, and ignorance.

Dr. MacCalman stressed the value of the family unit as "a medium in which intense interpersonal relationships can be tried out." Since "aggressive tendencies, which appear to be the inevitable result of early development, or an innate part of human nature, can best be transmuted against a background of stable affection," he urged that people trained in mental health make a determined effort "to give parents some knowledge and insight of the fundamental needs of small children." He added that "if aggression is not thus absorbed and controlled in early life, any later attempt proves difficult and costly."

He cited as an example of a harmful family situation the attempt by some authoritarian parents to instill a preconceived set of habits, attitudes, and qualities in their children. If such a parent is successful, he said, there will be little conflict in the home, but the children will grow up "incapable of independent judgment or spontaneous cooperation."

Urging cooperation on the part of professional and lay workers in the dissemination of knowledge about mental hygiene principles, he reported that "even the worst of the bad parents whom we meet in Child Guidance Clinics responds to careful influence," adding that "there is much evidence to show that a bad parent is better than none at all . . . The disastrous results of separation from the mother at early age and institutional care in her stead is one of the few points which have been corroborated by objective scientific methods."

Similarly, Professor J. C. Flugel of University College, London, called upon doctors to "share with others what was formerly regarded as their own exclusive province. . . . A new sense of responsibility for mental health considerations on the part of many others, for instance architects, policemen . . . income tax officials as well as the more obvious professions" is urgently needed, he declared.

The Unmarried Mother

Professor Torgny Segerstadt, University of Upsala, Sweden, pleaded for a more tolerant attitude toward the unmarried mother. He advocated the legal sanctioning of unmarried motherhood, as in Sweden.

"It is obvious," he said, "that the high abortion rate arises largely from

public hostility toward an unmarried mother and a sense of guilt created in her by that attitude." Moreover, attitudes of moral indignation against the unmarried mother, more rarely against the father, "are often transferred to the child, who is regarded as having less value than a child born in wedlock. Were these attitudes changed, I'm convinced that the number of abortions would drop."

Mental Illness in Industry

The rapid spread of mental illness was attributed mainly to erratic industrialization, by Dr. T. Ferguson Rodger, professor of psychiatry at the University of Glasgow. He cited for illustration a recent survey of neurosis in British industry which showed an "appalling" loss of man-hours arising from such factors as poor labor-management relations and loss of incentive to work.

Declared Dr. J. Koekebaker, head of the mental health division at Leyden Institute for Preventive Medicine in the Netherlands: "Most current difficulties in industrial human relations are caused by the fact that the industrial social structure has not kept pace with a rapidly changing society. The industrial worker living in his democratic society, where he may vote and where he has a responsible role in the activities of several groups outside industry, gets embarrassed about the situation in his plant, where he has hardly any responsible share in the organization. . . . Industry could make fruitful contributions to a better society by allowing more democracy through sharing responsibilities with the workers."

As an example of labor-management relations making for mental hygiene, Dr. Koekebaker mentioned the French community of Boimondeau, "where management and labor study market conditions together and plan fair distribution, profits, wages and work."

Participants agreed that much emotional instability is due to the paradoxical situation in which children of democratic countries find themselves, when after an education in democratic principles they are thrust into virtually totalitarian employment under a tyrannical boss, reported Albert Deutsch. Increasing industrialization, declared Dr. Rodger is releasing aggressive impulses which "reach back to barbarism and provide a destructive energy which, charging every political action, renders constructive cooperation less and less possible. Our only hope lies in establishing conditions which will create fresh possibilities of cooperative group life."

In the Classroom

Orientation of teachers in basic principles of mental hygiene to help them cope with daily problems in the classroom, was urged by several delegates in the conference on child psychiatry, it was reported. Dr. Alice-Marie la Porta, director of the College Marie-Jose in Belgium, urged the use of psychiatric social workers in every school.

Many of today's teachers, she warned, are themselves neurotics, ill from overwork, often frustrated, and unfit to help solve children's problems. Bearing out her contention, Dr. Gordon Stephens, chief psychiatric consultant of the Child Guidance Clinic in Winnipeg, Canada, referred, in a paper read for him, to a study of the mental health of 100 teachers. One-sixth of these teachers were found to be in need of psychiatric advice; one-third to one-half had taken lengthy absences due to mental difficulties; several teachers in one large school system were definitely psychotic. Dr. Stephens commented that some of the greatest potentialities for world security lie in the world's educational systems, but few educators have learned how to apply the resources of science to human behavior.

A combination of dull schools and exciting movies is creating "aggressivity" in children, according to Dr. La Porta. "American films particularly, give a wrong impression of life, with a false glamour of luxury, emphasis placed on deep romanticism, the often cruel and brutal adolescents being exalted as independent and free." If a generation is allowed to grow up afflicted with film-bred "aggressivity," she warned, "we can never hope for peace in the future."

Mailbag Roundup

The Juvenile Code Commission of Kansas, which was granted an appropriation by the 1947 state legislature to study needed changes in state laws pertaining to children, will urge sweeping legal revisions in its report to the 1949 session. The commission, which has been working closely with the Kansas Council of Children, will recommend complete revision of statutes relating to juvenile courts, adoptions, birth certificates, child labor, and licensing of boarding homes. Also under consideration is a new vocational training school, neither penal nor custodial.

The council, a voluntary, non-profit organization set up in 1942 as an outgrowth of the 1940 White House Conference on Children in a Democracy, to coordinate work on behalf of children in this state, will map out plans for forwarding the 1949 legislative program at its annual meeting October 29th. More than sixty of its affiliated organizations will send representatives to this meeting.

In its six years of operation, the council has chalked up significant gains. It was instrumental in the creation of the commission and the establishment of a children's receiving home for the diagnosis and treatment of children with behavior problems, and has given active assistance in setting up speech corrective services and in revising the administration of various children's custodial homes. — *Information from* SURVEY *correspondent Lois Schmidt, State Department of Social Welfare of Kansas.*

Care, Not Punishment

A new law in Massachusetts revolutionizes the state program for the handling of delinquent children. Under the measure, which implements the recommendations of a special legislative commission set up in 1947 to study delinquency control in this state [see THE SURVEY, June 1948, page 214], child offenders will be committed by the courts to a Youth Service Board which will have final authority for their rehabilitation, instead of to specific institutions. This board also will be responsible for the development of community programs designed to prevent delinquency.

The rehabilitative program will include careful diagnostic study by a team of specialists and assignment to the program best fitted for the needs of the individual child, whether training program, foster home or special institution, for the length of time considered most helpful to the child. All training schools have been placed under the authority of the board.

Members of the board, to consist of a chairman and two others, will be appointed by the governor from a list supplied by the Advisory Committee on Service to Youth recently established

under the measure. Candidates may come from any state, but since the job entails responsibility for proving that delinquency is not a punitive but a preventive and corrective problem, requirements are high. Candidates, who may be men or women, must have extensive experience in education, law or medicine, institutional administration, and the study and treatment of children. They must understand the facilities existing in Massachusetts and how to utilize them.

Salaries have been set at $9,000 for the chairman of the board, and $8,000 for the other two members. Terms of office will be five-year, but the first appointments will be for three, four and five years in order to stagger terms of service.

The new program, according to a statement from the advisory committee of which Katherine R. Driscoll of West Roxbury is chairman, is based on the belief "that the individual child, no matter how handicapped by original endowment or debasing experience, is precious and deserves the best that warm human understanding and modern techniques can provide."—*Information from Rose Weston Bull, Greater Boston Community Council.*

Lobbyists for Children

The American Parents Committee, established less than two years ago to work for federal legislation beneficial to children, has made significant progress. The committee is the only organization maintaining full time professional lobbyists in Washington solely in the interests of children.

In the face of political division and a Congress preoccupied with international and military affairs, the committee has chalked up several gains. Its support helped halt a steady trend toward reductions in the budget of the U. S. Children's Bureau. The committee also supported a request for an increase of about $50,000 to enable the bureau to set up a national clearinghouse on child life research. [See THE SURVEY, December 1947, page 350.] Although this request was denied, the bureau has used existing funds to set up a new unit to clear information on child research. The committee has drafted a comprehensive National Child Research Institute bill, to be introduced in the 81st Congress, which would set up an institute similar to the National Institute of Health, under the administration of the bureau.

In cooperation with the National Education Association and approximately forty national lay organizations, the committee fought off crippling amendments to the federal aid to education bill and brought it nearer to passage than ever before. The bill, which would appropriate $300,000,000 toward current maintenance of elementary and secondary schools, passed the Senate but failed to come up for vote in the House. The committee will continue its support of this bill in the 81st Congress. It is also drafting a companion measure, to be known as the School Construction Bill, which would provide an appropriation of $250,000,000 a year to assist with school building and modernization. Active support from the committee helped stave off a congressional threat to withdraw federal support from the national school lunch program.

The National School Health Services bill which had favorable hearings in both houses but failed to come up for a vote, was drafted by the committee. This measure would appropriate $10,000,000 for assistance to the states in conducting school health examinations and treatment of remediable defects. An alternative proposal from the committee for provision of aid for school health services by amendment of Title V of the Social Security Act, has received favorable attention from five ranking members of the Senate Finance Committee. The inclusion of references to child welfare, health and education in both Republican and Democratic party platforms also was due largely to the committee.—*Information from George J. Hecht, The American Parents Committee, 52 Vanderbilt Avenue, New York 17.*

In-service Training

In Washington, D. C., the Industrial Home School has set up an in-service training program drawing on the specialized experience of staff members of the Board of Public Welfare and other public and private agencies in the District. The program, which was started last month and will continue for eight months, was organized by Gerard Shea, superintendent of the school.

The school, which is facing difficult problems, provides group care for white wards of the Board of Public Welfare, when such treatment is indicated. Also, in another institution, the school staff cares for children who have become wards of the board because of broken home situations. The program is designed to give the staff additional training in the techniques of this and related fields.

The program will include lectures by John W. Tramburg, director of welfare, Captain William Murphy of the juvenile bureau, metropolitan police department, and Genevieve Gebower, director of the Children's Protective Association. Mr. Tramburg has expressed the hope that this program will be followed by similar ones throughout the welfare services in the District.—*From* SURVEY *correspondent Mamie L. Mizen, District of Columbia Board of Public Welfare.*

From Michigan

The dangers of venereal diseases were successfully impressed upon many people in Michigan this summer through sideshows set up at county fairs by the Bureau of Venereal Disease Control, Michigan Department of Health. Vociferous barkers and signs reading "The Undiscovered" and "Forbidden Facts Revealed" attracted many fair visitors to an exhibit and showing of the movie "Know for Sure" prepared by the U. S. Public Health Service.

The show was designed to appeal to young farm and industrial workers. This group, in which the majority of cases of venereal disease occur, is difficult to reach by such ordinary educational media as health meetings, pamphlets, and health articles.

The department has undertaken a study of the causes of premature birth, the leading cause of infant mortality in this state last year. Birth certificates which must be filed with the department, now include a new item, weight of the child at birth. Children weighing under five and a half pounds at birth will be considered premature. A constructive campaign, to eliminate the causes of prematurity, will be conducted on the basis of this study.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

Looking Ahead

The annual meeting of the American Public Welfare Association will be held in Chicago December 9-11.

The National Society for Crippled Children and Adults will hold its annual meeting in Chicago at the La Salle Hotel, November 15-17.

ABOUT PEOPLE

The State Department announces the appointment of *Evelyn Hersey* as social welfare attaché in the American Embassy at New Delhi, India. Miss Hersey served most recently as assistant to the U. S. Commissioner of Immigration and Naturalization and earlier as service director, American Committee for Christian Refugees. The department, which earlier in the year appointed *Irving J. Fasteau* to the Paris Embassy (see THE SURVEY, April 1948, page 131) has announced that it will make no further appointments under this program during the coming year.

Dr. John P. Hubbard, who has been directing a nationwide study of child health services for the American Academy of Pediatrics, has been appointed assistant professor of pediatrics at the University of Pennsylvania School of Medicine. He will also direct the academy's nationwide program for the improvement of child health as well as a statewide teaching program on rheumatic fever under the auspices of the State Health Department.

New executive director of the Alexandria (Va.) Community Chest and Council of Social Agencies is *E. Austin Thompson.* His former experience includes work with the American National Red Cross and UNRRA.

Carl H. Schmitt has been named director of the Delaware County (Pa.) District Health and Welfare Council. He was previously a field representative with the Federal Security Agency.

The University of Pittsburgh School of Social Work has appointed *Isabell Stamn* as assistant professor of social casework. Miss Stamn served previously with the Family Society of Allegheny County, Pa., as visitor and assistant district secretary.

Austin Welch, former assistant director of the community facilities program, National Federal Public Housing Agency, is now serving with the Military Government in Germany as chief of the youth activities branch, educational and cultural affairs division of Greater Hesse.

New superintendent of the South Dakota State Board of Health is *Dr. Gerald J. Van Heuvelen* of Pierre, S. D. He succeeds *Dr. Gilbert Cottam,* who has retired.

Cordelia Cox, formerly casework professor in the Richmond School of Social Work, College of William and Mary, is now consultant for the division of welfare of the National Lutheran Council in New York City.

The Kansas State Department of Social Welfare has announced several recent appointments. *Mary Maud Read,* formerly field representative with the department, is now assistant supervisor of field services in the division of public assistance. *Freda Burnside,* who served formerly with the Oklahoma Department of Public Welfare, has been named consultant in the division of child welfare.

Sarah Riley has been appointed assistant director of the public assistance division. *Ruth Laing,* former welfare director of Marshall County in this state, and *Orval M. Reece,* previously director of the Phillips County welfare department, have been named field representatives in the public assistance division.

The Virginia Department of Health has named *Hazel Higbee* as director of the bureau of public health nursing. She was formerly professor of public health nursing at the Medical College of Virginia.

Paul D. Jones has been appointed field organizer with the United Health and Welfare Fund of Michigan. He was formerly secretary of the County Division of the Greater St. Louis (Mo.) Community Chest.

E. Preston Sharp has resigned as director of the bureau of community work, Pennsylvania Department of Welfare, to become chief of the division of training schools in the Maryland Department of Public Welfare. Succeeding him at the bureau is *Ira J. Mills,* formerly educational director at Eastern Penitentiary in that state.

Boy Scouts of America has named *Arthur A. Shuck* as chief scout executive, replacing the late *James E. West.* Mr. Shuck, who has served with this organization for thirty-five years, was previously scout executive of the Los Angeles Area Council of the Boy Scouts of America.

The Right Rev. Msgr. Nicholas H. Wegner, chancellor of the Omaha Archdiocese, has been named director of Boys Town in Omaha, succeeding the late *Right Rev. Msgr. Edward J. Flanagan.*

New director of the Child and Family Service of Lima, Ohio, is *Grace Saltzgabor.*

Robert C. Goodwin has been named to head the Bureau of Employment Security of the Federal Security Agency. Mr. Goodwin was previously director of the U. S. Employment Service which became part of the bureau on July 1.

New executive director of the Quincy (Mass.) Community Chest and Council of Social Agencies is *Edward S. Corrigan,* who served previously as executive secretary.

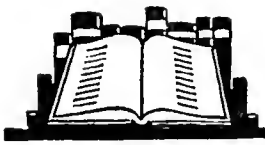
John W. Ballew has been appointed director of the public assistance division, Cook County bureau of public welfare, replacing *Stephen J. Green* who resigned last spring to become chief of the division of field services, Illinois Public Aid Commission. Mr. Ballew was previously director of welfare in St. Louis, Mo.

Honors

To *Arlien Johnson,* dean, Graduate School of Social Work, University of Southern California, for her professional contributions to social work and "the quality of her leadership," the Executive Award from the Koshland Award Committee of the California Association for Social Welfare . . . To *Nina T. Esterbrooks,* public assistance worker, San Bernardino County welfare department, for "her outstanding pioneering work in and contribution to the prevention of blindness program in California," the Practitioner Award from the same committee.

Correction

Edward C. Harold, who has received the designation as Knight of the Order of Orange-Nassau for his work with the National Catholic Welfare Conference-War Relief Services, is a member of the faculty of the School of Social Service, Saint Louis University, not of the School of Social Service Administration, University of Chicago, as we erroneously reported last month.



BOOK REVIEWS

THE PRACTICE OF GROUP THERAPY, edited by S. R. Slavson. International Universities Press. $5.

GROUP THERAPY ACHIEVED A CERtain prominence in connection with the psychiatric experiences of World War II. What is perhaps not so well known is that it had been undergoing gradual exploration for some years before the war, thanks to the work of Schilder, Slavson, and others.

S. R. Slavson and his co-contributors have given us an interesting picture of the practice of group therapy today which avoids, for the most part, the pitfall of overenthusiasm. The first chapter and the introductions of some other chapters present pertinent factual and theoretical material to help the lay reader, and others follow the case material. Mr. Slavson has correctly stressed that the four chapters dealing with the more detailed case presentations were of particular importance. However, this reviewer feels that this case material was not entirely successfully presented. It was not detailed enough for the experienced psychiatrist or psychoanalyst and perhaps a little too detailed for other readers.

Dr. N. D. C. Lewis, in his foreword, appropriately notes that group psychotherapy is basically a special application of the principles of individual treatment to two or more persons simultaneously. Various authors in the book, either directly or indirectly, indicated their indebtedness to Freud and his findings from individual treatment. Comparison between psychoanalysis and group therapy gives rise to many interesting points. However, this reviewer cannot agree with Ackerman, who referred to the analyst in the psychoanalytic treatment situation as only a "symbol of reality." This point of view seems to overlook the fact that the patient reacts to the analyst not only as a symbol of reality but as a real person in a real world.

In a general way one gains the impression from the book that the group therapy situation is a vital one and capable of therapeutic manipulation. This is also the impression of a number of experienced psychiatrists. Furthermore, it is impressive to note the favorable effects of group therapy with some very difficult cases which were practically inaccessible to individual therapy.

This book can be recommended to all interested readers as a good survey of group psychotherapy today. It is also a good example of the increasingly fruitful collaboration that is taking place among psychologists, social workers and psychiatrists.

Boston LEO BERMAN, M. D.

DEVELOPING YOUR CHILD'S PERSONALITY, by Gelolo McHugh. Appleton-Century. $2.75.

THERE ARE MANY GOOD BOOKS FOR parents, but here is one especially addressed to the father and mother who are having their first baby. The author is a psychologist with a Ph.D. degree from Columbia University, and his professional knowledge and competency are obvious to any professional reader. He writes clearly in nontechnical language that any intelligent parent can genuinely enjoy reading.

Outstanding sections of this book are the first four chapters which the author devotes to pre-parenthood. Few writers have succeeded so well in conveying to readers the tremendous importance of pre-parental and parental attitudes.

Mr. McHugh, of course, repudiates old superstitious beliefs about unborn children being physically marked or changed in appearance by the emotions that their mothers experienced while carrying them, but he points out that there is scientific evidence indicating that the mother's mental and emotional conditions during pregnancy are important for the same reasons that proper foods and the avoidance of extreme fatigue for mothers are important for the welfare of the baby soon to be born. He stresses the fact that the mother's emotional condition affects the baby's psychological growth after birth more directly than before.

Another excellent chapter is the last, "Preparing for the Second Child." With all that has been published on this challenging topic of trying to avoid jealous feelings in a young first child when a new brother or sister enters upon the scene, this reviewer has seen few, if any, writings that reveal such depths of understanding combined with equally practical, specific suggestions as to what to do when a second child is to be added to the family.

While the values of these first and last chapters have been especially stressed here because they are unusually helpful to new, young parents, the eight chapters which deal with how to train the first baby in fundamental habits and attitudes are also very good. They reveal that same rare combination of profound understanding with practical, specific suggestions for dealing with everyday situations mentioned by this reviewer in regard to the final chapter of the book.

Director ETHEL KAWIN
Preschool Study Course, National Parent-Teacher Magazine

STUDIES OF CHILDREN, edited by Gladys Meyer with an introduction by Dorothy Hutchinson. King's Crown Press. $2.50.

"STUDIES OF CHILDREN," A GROUP OF eight studies, written by students from the New York School of Social Work as their professional projects, makes available direct observations of children's problems. These studies are written in an exploratory manner with the freshness and enthusiasm of the new professional, and should be interesting to all people who seek to enlarge their understanding of children, and who wish to know how parents and children can be helped to meet the conflicts and struggles of childhood's growth and how community resources can contribute.

The first four studies are published in full and the chief findings of four others are included in abstract with illustrative case material. The authors, in seven of the eight studies, had direct contact with the parents, children, or foster parents about whom they have written. The settings include a municipal health center, a private school, foster care and adoption agencies, children's court, a day nursery, and a children's protective agency.

The interesting predominant theme of these studies is the problems of children as they are directly related with the problems of their parents. The emotional and cultural pressures, the insecurity or immaturity of parents,

their fears and struggles, are directly reflected in their dealings with their children and in the children's subsequent behavior. The material covers the problems of a wide stratum of society and indicates that the parents' inner difficulties are not necessarily determined by their economic or educational level. Some of the studies contribute to one's understanding of children's feelings and to the direct or indirect way in which they communicate their feelings.

"Studies of Children" indicate the wealth of material to be gained from the "children's field, heretofore unpresented. This book is to be highly recommended to those professionals working with children and parents.

MARJORIE A. HOLDEN
Chief Psychiatric Social Worker
The Guidance Centre, Brooklyn
Juvenile Protective Association

PROBLEMS OF HOSPITAL ADMINISTRATION, by Charles E. Prall. Physicians' Record Company, Chicago. $2.

A STUDY OF HOSPITAL ADMINISTRATION, by Frank Hart and A. J. Waldegrave. Stevens and Sons, Ltd., London. Fifteen shillings.

IT HAS BEEN A MATTER OF CONCERN to leaders in the field of hospital administration that executives charged with the responsibility of directing complex institutions which are vital to the health and well-being of the country, have had little opportunity to secure formal training for their tasks. The American College of Hospital Administrators and the American Hospital Association therefore established, three years ago, a Joint Commission on Education, to develop guiding principles on which curricula of training in hospital administration at graduate university level could be based. The W. K. Kellogg Foundation sponsored the work of the commission.

"Problems of Hospital Administration" is the report of a field study conducted by the Joint Commission on Education to uncover common groups of problems which hospital administrators must solve in the course of their work, and which therefore might well be included in formal courses of training. One hundred administrators who were known to be superior in performance of their jobs, as well as articulate about their problems and methods of procedure, were interviewed. Fifty-five were laymen; the others had training as physicians, nurses, nuns, or clergymen before entering the field of hospital administation. They represented hospitals which vary by geographical location, size, activities, and type of institutional control. Typical interviews yielded four to six major problems of concern to the administrator.

Classification of the material, which was recorded by Sound Scriber and by written notes, indicated that ten principal categories recurred as problems of hospital administration. Most frequent were those connected with working with the medical staff; personnel management; relations with department heads; medical care (including extension of type of service); business and financial management; and community relations. Surprisingly, problems connected with the governing board were far down on the list.

"Problems of Hospital Administration" does much more than develop guides for such curricula. It furnishes convincing evidence of the varying, complex, and sometimes insoluble, problems which are faced by the administrator, and it illustrates a valuable technique for job analyses at the chief executive level, which can be used advantageously by other professional groups in analyzing the work pattern of their own executive posts.

✦ ✦ ✦

The National Health Service Act in Britain has been widely publicized because of the bitter battle waged against it for nearly two years by the British medical profession. The law has also wrought fundamental changes in Britain's voluntary and public hospital systems, by providing for their unification under regional and central boards of control.

"A Study of Hospital Administration," by Frank Hart and A. J. Waldegrave, surveys the hierarchy of these systems, hoping to preserve their better features of organization and authority for the new hospital groupings.

The book is obviously written for government officials and others who are charged with the task of nationalizing Britain's health and who, therefore, require briefing in the composition and function of governing boards and the duties of the administrative, professional, and nonprofessional people who turn the wheels of the complex hospital mechanism. The authors have prepared their brief in a discursive, somewhat philosophic essay, which loses in value because their observations on the problems of hospital organization and operation are only occasionally followed up by recommendations.

DAVID LITTAUER, M.D.
Director, Menorah Hospital
Kansas City, Missouri

Correction

A typographical error appears in E. Marguerite Gane's review of Dr. Zaki's book on child welfare in our September issue. The word "not" should be deleted from the sentence, "He does not refer much to diagnosis, . . ." Our apologies to reviewer, author, and readers!

ADMINISTRATION OF GROUP WORK
Louis H. Blumenthal

"This excellent new book on administration deserves much wider use than its title implies. . . . (It) is applicable to supervisors and others who have directional responsibility with individuals in any setting. . . . The discussion of the basic elements of administration is exceptionally helpful.

"The fine description of the techniques of group leadership, teaching, group discussion, problem solving, and supervision, will be welcomed by others than executives. Chairmen of boards, committees or club groups could benefit from the section on group discussion. The administrator will find this material useful in the development of his own immediate work and that of his associates.

"The chapters which discuss the inter-action between the process of democratic management and the component groups of the agency serve not only to clarify the immediate functions of the administrator but of each of the groups. . . . The material on board, administrator, and staff is as applicable for the administrator of the casework agency as of the group work agency." —*Journal of Social Casework.*

$3.50

Association Press
347 Madison Avenue New York 17, N. Y.

GUARDIANSHIP LAW
by Richard V. MacKay of the N.Y. Bar
ONLY $1.00

Another simplified Legal Almanac! Explains and illustrates the Law of Guardianship and Ward. Covers the law in all 48 states. Mail only $1.00 for your copy postpaid!
(Also publishers of Law of Adoption in 48 states and Law of Marriage & Divorce in 48 states—$1.00 each).

OCEANA PUBLICATIONS, Dept. 352
461 West 18th Street New York 11, N. Y.

THE BOOKSHELF

OUT-OF-PRINT and HARD-TO-FIND books supplied; also genealogies, town histories; incomplete sets completed, back numbers all magazines, etc. All subjects, all languages. Send us your list of book-wants — no obligation. We report quickly. Lowest prices. (*We also supply all current books or any books mentioned in this issue of Survey Graphic at publishers' prices postpaid.*)
AMERICAN LIBRARY SERVICE
17 West 48th Street, Dept. G, New York 19, N. Y.
We also buy old books, magazines, prints, letters, documents, etc. Send us your list.

PAMPHLETS & PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

ZALAINE HULL Agency
PERSONNEL CONSULTANTS
Professional and Executive Positions
286 Fifth Avenue, New York 1, N. Y. — By Appointment, Bryant 9-6552

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. PL. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

WORKERS WANTED

CASEWORKER, graduate of an accredited school of social work, psychiatric field work preferred. New agency with good standards. Salary range $3,000 to $3,600. Family Service Agency of Greater Bakersfield, 2504 M Street, Bakersfield, California.

CASEWORKER for small rapidly expanding agency. Excellent personnel practices. Participant in Health and Welfare Retirement Plan. Opportunity to participate in community work if desired. Salary depends on education and experience. Write to: Family Counseling Service, 415 Post Building, Battle Creek, Michigan.

SUPERINTENDENT newly constructed cottage type (3) child care institution for dependent, neglected children. Minimum three years experience as head or assistant in similar institution with responsibility for management and supervision of house mothers desired. Age limit 55, unmarried lady desirable. Salary $250.00 monthly with maintenance. Fulton County Department of Public Welfare, 160 Pryor Street, S. W., Atlanta, Georgia.

CASEWORKER—professionally trained. Family casework experience highly desirable. Opportunity for increasing responsibilities and diversified experience as abilities indicate readiness. Psychiatric consultation available for disturbed children. Agency is F.S.A.A. member, offers National Retirement plan and good personnel practices. Salary range $2400-$3300, depending upon qualifications. Write Family Service, 313 Citizens Bldg., Decatur, Illinois.

MEDICAL SOCIAL CONSULTANT, graduate of a recognized School of Social Work wanted for Division of Tuberculosis Control under full-time medical supervision. County health unit containing 60 full-time positions. Other excellent official and voluntary health and welfare resources in the County. The area both rural and urban adjacent to the District of Columbia has a population of 135,000. Salary $3600. Apply Montgomery County Health Department, Rockville, Maryland.

Town Meeting

(Continued from page 298)

indicated by Mrs. Rich might coordinate the activities according to local needs but in keeping with the policy of the central agency . . . Why should we all be organized only during a war and shed all sense of responsibility during peace?"—*Hess.*

"Many of us had hopes that the interest, philosophy and service of the organization set up under OCD would continue. It seems paradoxical that we would realize the practical value of the social services rendered by communities to those in the armed forces and the industrial army and in maintaining the morale of citizens generally during wartime, and yet after the war is over forget that the war was fought for better living . . . It would seem, if we were united for a common purpose, that this common goal should have been encouraged to continue as was not done between World War II and the present."—*Richardson.*

In connection with the comments about the need for continuing federal service, mention should be made of the effort in which Wilmer Shields Rich and your editor participated. During the latter months of OCD a plan was developed showing how to provide advice and services to states and communities on the one hand, and on the other, through a liaison service, to secure the cooperation and community understanding of the various federal agencies which are responsible for the technical or substantive content of various programs. This was substantially the plan of operation of the Civilian War Service Branch of OCD during its last two years.

Arguments for a similar plan had been written at the end of World War I by Newton D. Baker. In addition to being Secretary of War, Mr. Baker served as chairman of the Council of National Defense. In his plea for continued federal service, he characterized "the community organization developed through local councils as the most constructive development of the war period." Local councils had, at that time, been concerned almost exclusively with activities known in World War II as civilian war services.

The 1944 proposal quoted Secretary Baker and provided new evidence of constructive possibilities. With due re-

(Continued on page 320)

WORKERS WANTED

CASEWORKER: With professional training for small agency in progressive college community Southern Tier New York. Challenging opportunity. Salary $2400; retirement plan. Write Family and Children's Society of Greater Endicott, P. O. Box 178, Endicott, New York.

CASEWORKER II for family casework agency in Kentucky's beautiful Blue Grass region. Some one with the pioneer spirit is needed. M.S.W. plus at least two years' experience in accredited casework agency. Salary range $2700-$3640. Family Service, 144 Barr Street, Lexington, Kentucky.

WANTED: Caseworkers for private agency providing institutional care for young children and delinquent, adolescent girls, and foster home and adoption services. Graduate training and experience in child or family welfare work desired. Good salary according to qualifications. Excellent opportunity for qualified persons to participate in planning and developing constructive casework program. Address: Albertina Kerr Homes, 506 Panama Building, Portland 4, Oregon.

CASEWORKER with graduate training, experience in family or children's work for a small multiple functioning Jewish agency. Challenging opportunity. Salary according to qualifications. Write Jewish Social Service Bureau, 45 Church St., Paterson, N. J.

CASEWORKER, graduate of accredited school of social work, family or psychiatric field work preferred. Experience desired, but not essential. Salary commensurate with training and experience. Dade County Chapter, American Red Cross, 507 N. E. 1st Avenue, Miami, Florida.

SUPERVISOR with psychiatric background to carry some cases and supervise two workers in agency with cottage type institution caring for emotionally disturbed children. PSYCHIATRIC CASEWORKER also needed. Opportunities for direct work with children under consultation with psychiatrist. Write The Children's Center, 1400 Whitney Avenue, New Haven 14, Conn.

CASE WORKER—Young woman, professionally qualified, for limited case load in a children's agency with a progressive program. Write Executive Secretary, Juvenile Protective Association, 301 West Park Avenue, Aurora, Illinois.

WANTED: CASE WORKER. Woman, age 25-40, Member of Luthern Church, college graduate. Professionally trained, with at least two years of experience in private or public welfare agency. Interested in developing Services for Aged; case work, recreational, and Foster Home Program. A fine opportunity for a person interested in doing a pioneer work. $2800. United Lutheran Social Mission Society of Illinois, 2112 LeMoyne Street, Chicago 22, Illinois.

CHILD GUIDANCE CLINIC WORKERS. Chief Psychiatric Social Worker and two psychiatric workers for New Clinic in suburban community, short commuting distance New York City. Salaries $3200 to $5000 depending on training and experience. Clinic opens late fall or January, 1949. 8813 Survey.

TRAINED CASEWORKERS WANTED. Experience in Family Service or Child Placement preferred. Fine opportunity to share in developing program of private, non-sectarian agency. Family and Children's Society, 204 W. Lanvale Street, Baltimore 17, Md.

PSYCHIATRIC SOCIAL WORK SUPERVISOR. Milwaukee County Civil Service Commission, Room 206, Courthouse, Milwaukee 3, Wisconsin. Continuous Original Entrance Examination. Supervision of case work in an accredited hospital for mental and nervous diseases.

$313.02 to $363.02 per month. Annuity and retirement system. Completion of post-graduate course in accredited school of psychiatric social work with a degree or diploma. Not less than three years' paid experience.

WORKERS WANTED

INTAKE WORKER—By private agency offering placement and case work services to children. Handle intake and carry short time, intensive cases of children in own homes. Graduate, experience in Children's field preferable. Salary $3,000. Children's Service League, 717 South Grand Avenue, East, Springfield, Illinois.

WANTED: Professionally trained caseworker in small Jewish institution in New York providing temporary care for pre-school children. Short time contacts. Position offers varied experience and opportunity for development. Excellent supervision. Good salary commensurate with experience. 8832 Survey.

WANTED: Case Work Director for small Lutheran Agency near Boston, serving New England. Must be professionally trained, interested in direct case work with dependent and neglected children in a small institution. Plan and develop program for foster home care, adoptions, and work with UM's. Lutheran; experience required. Room and board at institution plus good salary. Write, Morton V. Bjorkquist, Executive Director, Lutheran Social Service, Inc., Avon, Mass.

SENIOR CASE WORKERS with graduate training and experience for adoption program, foster home supervision, and home finding in private, state-wide child placing agency. Iowa Children's Home Society, 209 Davidson Building, Des Moines 9, Iowa.

CASE WORKER for non-sectarian child placing agency. Opportunity for direct work with children. MSS degree required. Experience in family or children's field preferred. Salary commensurate with experience. Write Children's Aid Association, Inc., 41 Mt. Vernon Street, Boston 8.

SOCIAL WORKER to take charge of birth control project. Must be mature, experienced in rural work, have initiative and diplomatic ability, a thorough knowledge of Spanish and be willing to live in Puerto Rico for two years. Attractive salary. 8829 Survey.

SOCIAL CASE WORKER to have complete charge small private agency; diversified case load, group work. Qualifications: experience with degree preferred. Furnished apartment and car provided. Reply to: Community Service Society, Box 23, Bound Brook, N. J.

PROGRAM SUPERVISOR needed. Prefer single man and Churchman. St. Francis Boys' Home (Episcopal), Ellsworth, Kansas.

OPPORTUNITIES AVAILABLE

WANTED—(a) Medical social worker to direct department, large teaching hospital; will be given responsibility of organizing department, selecting staff of ten medical social workers and, also, clerical staff; duties include administration of department, teaching medical students and working closely with university school of social workers; department serves new psychosomatic clinic; challenging opportunity; $4200. (b) Psychiatric social worker; child guidance clinic; independent agency; duties administrative; residential town of 50,000; East. (c) Director of social service department; one of the leading hospitals in the vicinity of New York City; department includes two case workers, secretary; primary duties involve outpatient department averaging more than 30,000 visits annually. SG9-3, Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago 11.

PSYCHIATRIC SOCIAL WORKER to act as executive secretary and do case work in the Duluth Mental Hygiene Clinic, 701 Medical Arts Building, Duluth, Minnesota.

WORKERS WANTED

CASEWORKERS for national agency with multiple service program for adjustment of Jewish immigrants and displaced persons in the United States; M.S. degree required; salary range $2950-$4175; appointment within range, depending on experience. Promotion opportunities. Knowledge of Yiddish or German desirable. Write or telephone United Service for New Americans, Inc., 15 Park Row, New York 7, N. Y. CO 7-9700.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.

GRADE I	$2664-$3708
GRADE II	$2976-$3708
GRADE III	$3516-$4392
CHILD WELFARE SUPERVISOR	$3516-$4392

APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

OPPORTUNITIES AVAILABLE

WANTED—(a) Chief psychiatric social worker; new preventive and curative center; approximately 500 patients; Master's degree, minimum five years' experience required; $4000-$4800 including living quarters; East. (b) Medical social worker to direct department large teaching hospital; duties involve working principally with medical staff of women's auxiliary; Middle West. (c) Medical social service worker; large municipal hospital; rehabilitation program; should be qualified to assume full responsibility for administration of medical social service department; $4000-$5000. (d) Medical social worker; out-patient clinic of university medical center. Middle West. SG9-2 Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago, 11.

TRAINING SUPERVISOR of untrained workers. Salary commensurate with education and experience. Also, openings for Senior Adoption Worker and Caseworkers. Write DePelchin Faith Home and Children's Bureau, 100 Sandman, Houston 7, Texas.

MEDICAL SOCIAL SERVICE SUPERVISOR. Milwaukee County Civil Service Commission, Room 206, Courthouse, Milwaukee 3, Wisconsin. Continuous Original Entrance Examination. Supervision of case work in a sanatorium.

$313.02 to $363.02 per month. Annuity and retirement system. Completion of post-graduate course in accredited school of medical social work with a degree or diploma. Not less than three years' paid experience.

DISTRICT AGENT for child protective agency. Must be graduate of school of social work with case work experience. Salary $3,000 to $3,500. Position offers experience in case work, administration, public relations and community organization. Supervisory opening, also. Write Mass. S.P.C.C., 43 Mt. Vernon St., Boston 8, Mass.

GIRL SCOUT EXECUTIVE DIRECTOR for Council of 1400 Scouts. Apply Mrs. Seth Wolff, 2273 Cordova Ave., Youngstown, Ohio.

GROUP WORKER: Man or woman for Branch Executive in a Community House to develop and organize program. Group work graduate preferred. Will consider other qualified persons. Write: Southwest Social Centre, 1905 West Morris Street, Indianapolis 21, Indiana.

SITUATIONS WANTED

EXPERIENCED WOMAN—M.S.W. seeks connections with small Children's Home as Director. Required information and references exchanged. Free in September. 8805 Survey.

RECREATIONAL TEACHER, crafts, sports, dramatics, housefather, experienced counsellor. Available September. Mature, references. 8785 Survey.

MATURE man, executive, administrative, program, counseling experience in boys' work, available October to April 1 each year. Unusual training and abilities in work. College graduate. Head own organization remainder of year. 8830 Survey.

EXPERIENCED WOMAN seeks connections as Director of Women's Residence. Reference exchanges and required information. 8804 Survey.

SOCIAL WORKER, woman, excellent background and training, wishes position New York area, with or without travel. Experience in both local and national agencies has included counseling, personnel community studies, community organization. 8826 Survey.

WOMAN capable to assume full direction of Day Nursery or Children's Home. Accustomed to meet the public. 8806 Survey.

MEDICAL SOCIAL WORKER with twenty years experience as department head in 275 bed hospital in Massachusetts would like position, preferably in small hospital in New England. 8825 Survey.

BOOKKEEPER ASSISTANT or experienced calculator for tabulations, records, charts, Decimal and Vector Slide Rule. Prefer position in rural district or small town. Protestant, white, age 57. 8828 Survey.

SUPERVISOR of boys desires position. Christian. Prefers institutional work. Will go anywhere. Available now. Best of references. 8827 Survey.

EXECUTIVE or Administrative position desired by male, M.S.W. with experience as case work supervisor in multiple function agency, groupwork, institutional work, and community organization. New England area preferred. Available January 1949. 8815 Survey.

GROUP WORKER, male, graduate social work degree. Administrative, supervisory, and executive experience. Special interests: inter-racial and neighborhood organization work. 8821 Survey.

EXECUTIVE in Jewish group work, twenty years' experience, desires similar position with Synagogue Center. 8819 Survey.

RESEARCH OR ADMINISTRATIVE ASSISTANT social welfare field. M.A. Oxford. Experience as case work and community welfare consultant in New York State, and in compilation, editing, abstracting research material and preparing extensive bibliographies. 8831 Survey.

POSITIONS OPEN IN ALASKA
ALASKA DEPARTMENT OF PUBLIC WELFARE

DISTRICT WORKER

Salary Range: $322.00-$352.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervised field work in child and family welfare.
Experience: 3 years in the past 6 years of social work, 1 of which must have been in child welfare, 1 year in public assistance and 1 year in supervisory capacity.

CHILD WELFARE WORKER

Salary Range: $294.00-$324.00 per month. Appointments at the minimum.
Minimum Qualifications: College 4 years, graduate study 1 year at recognized school of social work which must have included courses in child welfare and public welfare administration and supervisory field work in child and family welfare.
Experience: 1 year in the past 5 years of social work in child welfare.

For application blanks and information write via air mail, supplying minimum qualifications to

ALASKA DEPARTMENT OF PUBLIC WELFARE
Box 2781 Juneau, Alaska

RATES
Classified Advertising

Display	35c per line
Non-display	8c per word
Minimum Charge	$1.50 per insertion
Discounts	10% on six insertions

CASH WITH ORDER

Survey Midmonthly
112 East 19 Street New York 3

Vital and authoritative—

PUBLIC HEALTH NURSING

Magazine

No matter what your job in the social welfare field, you'll find articles to stimulate and interest you in PUBLIC HEALTH NURSING magazine.

Communicable diseases, health education, mental hygiene, nutrition, school nursing, community organization—these are only a few of the topics covered throughout the year.

PUBLIC HEALTH NURSING helps give you a clear picture of the important interrelationship of this field and your own. Subscribe now—in time for the next vital issue.

One year $4.00 — Two years $6.50

Special yearly rate to *NOPHN members* $3.00

NATIONAL ORGANIZATION FOR PUBLIC HEALTH NURSING

1790 Broadway, New York 19, N. Y.

PUBLICATIONS OF THE AMERICAN ASSOCIATION OF PSYCHIATRIC SOCIAL WORKERS

JOURNAL OF PSYCHIATRIC SOCIAL WORK

SUMMER 1948

Papers presented at the National Conference of Social Work, April, 1948:

RECENT DEVELOPMENTS IN TREATMENT IN MENTAL HOSPITALS, BY ETHEL BELLSMITH.

THE ROLE OF THE SOCIAL WORKER IN RELATION TO THERAPY IN A STATE MENTAL HOSPITAL, BY MARIAN MUNRO.

CASEWORK PROCESS IN A CHILD GUIDANCE CENTER IN A PSYCHIATRIC SETTING, BY LORNA SYLVESTER.

A WAY TO BETTER PUBLIC RELATIONS, BY ALBERT DEUTSCH.

SUBSCRIPTION RATES:

One Year—$3 **Two Years—$5**

JOB INFORMATION SERVICE

a bulletin listing nationally available Psychiatric Social Work jobs—distributed to Association members. 25c an issue to others

1790 BROADWAY NEW YORK 19

Town Meeting

(Continued from page 318)

gard for the niceties of the Hatch Act, which bars federal employes from legislative activity in their area of competence, some national interest was aroused.

After study, however, the Bureau of the Budget concluded that the liaison service, while valuable and sound, depended for its success on field service in community organization. Community organization, by the tenets of *public administration* is not properly a federal service. Ergo, the plan was out and each federal agency should do its own organizing in communities.

The following doggerel, read at the termination party of the Civilian War Services staff four years ago, gives a concise history of the proposal. As Donne Byrne would have said, it gives you a *cauld grue* to realize how the whimsey of the last two lines has curdled in the intervening period.

Thomas Deering

Dirge

A plan to help the nation
To achieve coordination
And to make for integration
Was drawn up in OCD.

Federal-State Cooperation *
Gave the plan wide circulation,
Sending it for approbation
To the Bureau of the B.

After some consideration
With a definite coloration
Of *public administration*
Came the answer "no sirree!"

With a proper combination
Of brass and trepidation
Not accepting this frustration
TD went to Franklin D.

At first there was elation
But the final consummation
Was simply termination
Of our gang in OCD.

It's a sorry situation,
But by way of consolation
Community organization
May come out of World War III.

* The Division of Federal-State Cooperation was the final and inappropriate name of the CWS Branch of OCD.

Directory of Social Organizations (cont.)

Religious Organizations

HOME MISSIONS COUNCIL OF NORTH AMERICA—297 Fourth Ave., New York City. The inter-denominational home mission body of 23 denominations. Executive Secretaries, Edith E. Lowery, Mark A. Dawber; Migrant Supervisors: Western, Mrs. F. E. Shotwell, 3330 West Adams Blvd., Los Angeles, Calif.; Mid-Western, The Rev. Ellis Marshburn, 203 North Wabash Ave., Chicago, Ill.

NATIONAL BOARD, YOUNG WOMEN'S CHRISTIAN ASSOCIATION, 600 Lexington Ave., New York City. An international Christian woman movement devoted to service for women and girls and the attempt to help build a society in which the abundant life is possible for every individual.

NATIONAL COUNCIL OF YOUNG MEN'S CHRISTIAN ASSOCIATION—347 Madison Ave., New York City; 1201 local Associations federated for Christian leadership and citizenship training among young men and boys.

If you are concerned with helping individuals and their families, you belong among the readers of the

JOURNAL OF SOCIAL CASEWORK

"Helping People—The Growth of a Profession," by Gordon Hamilton, the lead article in the October, 1948, issue, is a scholarly statement of social work's democratic philosophy and premises.

Other papers discuss group therapy, integration of home economics in casework, treatment of two patients with punishing superegos, and adjustment of Jewish displaced persons.

The JOURNAL now carries a listing of personnel vacancies.

One year — $3.50
Two years — $6.50

122 East 22 Street
New York 10, N. Y.

VOL. LXXXIV NO. 11 THE SURVEY NOVEMBER 1948

MIDMONTHLY

TO THE mutual regret of staff and readers, the name of Thomas Devine will be missed this month from the masthead of THE SURVEY *Midmonthly*. For a year or more, as executive editor, he has put imagination, initiative, and redoubtable energy into its pages—along with natural gifts as a writer and editor.

His work began part time in the fall of 1947, while he carried through to completion an earlier commission as director of a significant community survey in Kansas City. Full time after the turn of the year, he at once applied himself to recasting not only the format of our *Midmonthly,* but refreshed its human interest and its service to the rank and file of social work practitioners.

◆ ◆ ◆

The February issue bore the stamp of his innovations—such as a forum on live questions under the caption "Mr. Chairman." On the one hand, an "Epitomes" page gave the gist of unique contributions in various health and welfare publications; and on the other hand, "cartoon ads" he placed in their pages called attention to SURVEY features.

"About People" was expanded into a full page department. A galaxy of SURVEY correspondents brought news from all points of the compass. All this sprang from his wide experience in social work, community organization, and social research, and his bent for engaging, informing services to stimulate the *Midmonthly* audience.

In the spring and early summer, he projected sections which scored—on the Kinsey report (April) and the Washington conferences on Family Life and Health (June) which had a very considerable circulation as reprints. At the same time, these ventures, and the response to the general run of issues, brought increased circulation.

He instituted THE SURVEY Award for "an imaginative and constructive contribution to social work," which was presented for the first time at the National Conference of Social Work in May, to Dr. Howard Rusk. (This award we hope to continue.)

In September came Mr. Devine's special number on the Community Chest drive which has helped reinforce social agencies the country over. Earlier, he brought his own community chest experience to bear on our fortunes. His voluntary efforts last spring were a factor in our own money raising to meet the brunt of inflationary publishing costs.

◆ ◆ ◆

That the talents of this newest member of our editorial team are now lost to us is due to the fact that these costs have continued unremittingly. Publishing plans have had to be telescoped and staff curtailed at the top level in our efforts to conserve Survey Associates.

Mr. Devine's many friends will join with all of us at THE SURVEY in wishing him well in his new activities. While continuing his work as a consultant in health and welfare services for Community Surveys, Inc., he will also be a senior consultant with Raymond Rich Associates of New York City in public relations, financing, and administration for nonprofit organizations.

PAUL KELLOGG, Editor

SO THEY SAY

FORWARDED BY AN AUTHOR

MY DEAR MR. HILL: I just wanted to write to say with what pleasure I read your short article in *The Survey* for August, on Great Britain's new Social Security. I think it was very good—it was short, succinct and a clear statement of a broad and comprehensive act.

I only wish more people would see your article and have a fairer idea of Great Britain's new social horizon; especially some of the newspapers need this education.

New York City GERARD SWOPE

SINGLE SLATE DEMOCRACY

TO THE EDITOR: While reading the May *Midmonthly,* I noticed that on page 154 the word "democratic" was used twelve times. It was quite evident that social workers and their spokesmen are enamored of the "democratic process."

Glancing at the insert across the page I saw the democratic process at work in the National Conference of Social Work. "Nominees for the following year: President, Martha M. Eliot; first vice-president, Lester B. Granger; second vice-president, Helen Russell Wright; third vice-president, Donald S. Howard; secretary, Marion Hathway." How come?

Madison, Wis. H. W. PERRIGO

JARGON AGAIN

TO THE EDITOR: Your ably-done report of the Atlantic City Conference . . . gave me a *shock*—about, not *The Survey,* but *social workers.* I have run onto plenty of strange technical, not to say highfalutin' jargon as used by specialists dealing with the mysteries of purely scientific phenomena. But never so much of it among persons dealing with ordinary, day-by-day humans.

I presume the speakers who were most prolific with their big words, knew what they were talking about. But I couldn't help wondering how many of their listeners did. Fact is, I hoped they *didn't.* For if they did, it would look as if they had all gotten together for the purpose of talking themselves into the conviction that they had become members of a learned profession whose procedures and skills were too intricate and mysterious to permit understanding by the ordinary lay citizen.

I'm ready to agree that modern psychology makes complex techniques essential to effective work with humans; also that professional jargon is a handy tool for saving time by cutting language-corners. But, all the same, that report revived in disquieting measure my memory of certain difficulties encountered in 1912 when Cleveland was starting the first of the country's present thousand-odd Community Funds. Those specific difficulties arose from the way a few national and local social workers appeared to assume that "untrained" persons would not be expected to have genuine social concern—or, if they did, could not be expected to have proper respect for the skilled "professionals." To one who went into industry in order to get closer to the *prevention* rather than the *amelioration* of social maladjustment, it would appear most unfortunate if the recent years have by any mischance increased the tendency of social workers to believe that, as trained social technicians, they have either a professional or institutional *monopoly* on social interest and concern.

Bear in mind, however, that I'm getting this off my chest to you mostly because I hope you and/or your readers will take time to prove my fears quite unjustified!

Cleveland WHITING WILLIAMS

HAVE TIMES CHANGED?

Phrases used by family caseworkers over a decade ago. Reprinted from the *Survey Midmonthly,* November 1935.

Cooperative evaluation

Dynamic inter-relationship conducive to emotional well-being

Constructive utilization of conflict

Joint process of orientation

Patternizing the concept

Unconscious use of the psychological mechanism of projection

Verbalized dissatisfaction

Conscious selectivity and controlled intake

Client-partner relationship

Yes—and no

CONTENTS

Benefits for Britons 323
JOHN G. HILL

Social Workers' Pension 326
HENRY BRUERE

Truth About Aptitude Tests ... 327
GORDON J. BARNETT

Apples Plus Oranges = ? 330
CHARLES BIRT

The Youth Council 332
MORRIS L. EISENSTEIN

Epitomes 336

For a Better Future 338
MARIA OFFENBERG

"The Big Boob" 340
ANGELINE L. FARAN

The Common Welfare 341

Book Reviews 346

About People 349

Copyright, 1948, Survey Associates, Inc.
All rights reserved.

THE SURVEY
Midmonthly

Paul Kellogg, *Editor.*
Marion Robinson, *Managing Editor*

Associate editors: Beulah Amidon, Ann Re. Brenner, Kathryn Close, Cora Emme, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent Bates.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Circulation manager, Rosamond Lee; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.
A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors
Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretary,* Ann Reed Brenner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B. Scandrett, Jr., Lowell Shumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus, Biography Index.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Joint subscription, both magazines—Year $6: Canadian and foreign, $7.

Benefits for Britons

JOHN G. HILL

This is the second of two discussions of Great Britain's social security program by John G. Hill. Mr. Hill, formerly Secretary to the Community Service Society's Committee on Housing, is now Director of Research with the Philadelphia Health and Welfare Council.

Great Britain's social security program, which came into force last July, provides social insurance benefits at what are generally regarded to be subsistence levels against such economic hazards as sickness, old age, and death of the family wage earner. Cash allowances are also granted to help defray the cost of certain major economic burdens to most families, such as the expense of child-bearing and child-rearing, and of funeral expenses.

Associated with the new program are a number of related services not ordinarily classified with social security in this country. Both for humanitarian reasons and in order to maintain the productive capacity of the nation's manpower, medical care of all kinds is now free to anyone in the population who wishes to avail himself of it. Foster home or institutional care for homeless children under seventeen has been made mandatory upon local authorities under central government supervision and with central government financial aid. For the aged, infirm, and handicapped, there will be residential accommodations with any necessary personal care and supervision at rates they can afford. Special training, special workshops, and suitable recreational facilities will be added for the blind, deaf, and physically handicapped.

This new program carries out practically all the recommendations of the famous Beveridge Report of 1942 with the major exception of full employment, one of the three assumptions on which Lord Beveridge based his proposals. This, however, calls for measures of a character quite different from social insurance and is therefore being dealt with separately. The principles underlying the Beveridge proposals have also been incorporated in the new scheme, such as its comprehensive character, covering the entire population and including all major economic risks; the subsistence level of benefits; and the flat rates of contributions and flat rates of benefits, irrespective of the insured person's present or previous level of earnings. All these principles are in marked contrast to American policy, with the last named being in sharpest contrast.

It is important to bear in mind that for Britain this program does not represent as radical a change as might at first appear to us. As a matter of fact, relatively few parts of the new scheme are really new. With the exception of children's allowances, the maternity allowances and the death grants for funeral expenses, all the cash benefits of the program have counterparts in earlier English schemes, some of which date as far back as the turn of the century. In one instance—workmen's compensation—payment of benefits, hitherto a matter of private arrangement between employer and employe, has been made a government responsibility, within the social security structure, but workmen's compensation has a history of over fifty years in England.

With the exception of the living accommodations and other special services for the aged and the handicapped, which are an innovation, the same can be said for the service part of the program. Health insurance, for example, has existed in Britain since 1911, although the present health program adds the new element of government responsibility for seeing to it that there is adequate provision and distribution of doctors and medical care facilities, based on need. Likewise, the child welfare program, while it represents an important effort to improve standards largely through central government supervision and financial aid, can hardly be called new.

In short, the essential difference between the new British social security program and the system—or, more accurately, the systems—which it replaces lies in the comprehensive reorganization and vast extension of the older programs to bring every man, woman, and child under a unified and rationalized scheme of social security. It might also be said that its scope has been broadened to encompass, in addition to the safeguards ordinarily found in social security programs against economic and health hazards, some degree of protection against social hazards as well. And, if it is assumed that the legislative provision for Parliamentary review of the levels of cash benefits five years hence implies acknowledgment that benefits should henceforth be related to a minimum subsistence standard, then government recognition of the necessity for adequacy of benefits is a highly significant new factor in Britain's social security policy.

Despite the fact that these changes are therefore more evolutionary than they are revolutionary, they will nonetheless exert a considerable, and profound, influence on various phases of British life. Not all of these influences can be forecast with any reasonable degree of accuracy even by the closest students of the subject. Their full effects on family life, for instance, will not be known for a generation or even longer. Others, however, are more or less clear.

Effects on Family Life

The universal coverage and subsistence level of social insurance payments against all the major causes of family economic disability put a floor under the standard of living for British families, somewhat analogous to minimum wage legislation in the field of industrial compensation. The special cash allowances for children, for maternity, and for funeral expenses provide additional supports to living standards for families passing through periodic economic crises. All this is not meant solely to ease the rigors of life for the individual. Nor, it might be mentioned here in view of the bugbears of most opponents to social security, do the legislative and administrative controls that are provided allow for slackening of individual effort and initiative. On the contrary, its purpose has been stated "to encourage enterprise and mobility, to give people elbow-room in

order to develop their abilities for the common productive task and to remove the menace of poverty which degrades men and women and embitters the whole structure of society." As in the case of the social service device of minimum wage legislation, the establishment by government of a minimum subsistence standard through socially provided income may give rise to some exciting and unexpected developments which must await experience.

The vastly expanded use of social insurance to provide for families in need will bring about a sharp reduction, although not complete elimination, of public assistance with its hated test of means. And even for families who, for special needs or for supplementation, will find it necessary to apply for public assistance, the test of means has been greatly simplified and liberalized and degrading deterrents have been eliminated. For the purposes of the household test of means, the concept of the family as an economic unit responsible for the support of its members has been narrowed to husband and wife. Parents are no longer legally bound to support their children beyond the working age (fifteen) nor are children liable for the support of parents. Adults living with applicants for public assistance are no longer required to contribute more than their fair share to household expenditures.

One must also not overlook the significant contribution which, it is anticipated, the health services and the care of the aged and handicapped will make to family welfare. Once the health service has been fully implemented, treatment of mental as well as physical disorders will be freely available to all. Aged and physically handicapped persons who might well be a restrictive family burden, especially in urban households, will be free to enjoy the independence of accommodations especially adapted to their needs. These are to be at prices within their means and will thus be to the mutual advantage of both the families and themselves.

All this should help make for healthier, more wholesome and sturdier family life down to the humblest cottage. Family tensions and anxieties generated or aggravated by economic stress, physical or mental disability, or social pressures should be relaxed and the responsibilities for more constructive use of human energies enhanced. But the fullest effects on family life will be revealed in Britain's citizens of the future, the products of the families of today. Indeed, for the next generation, not only economists and social security experts but social scientists and students of mental hygiene may well make Britain the object of their close study.

Effects on Labor-Management Relations

In an analysis of Great Britain's newest social security policies, R. W. B. Clarke, an economist, draws attention to the weakening of monetary incentives and the traditional methods of enforcing industrial discipline and efficiency through fear of unemployment and destitution. In their stead, there are emerging in British industry, particularly among the more far-sighted industrial concerns, new methods of labor-management by building up in the factories a new kind of worker-management relationship through the provision of industrial welfare facilities, the association of workers with the job of management, and sincere efforts to create a team spirit among employes. This development was greatly accelerated during the war. Several reasons are advanced to explain this phenomenon, but the important ones here are the government policies of full employment and social security.

The Beveridge Report pointed out that social security rests upon several basic assumptions, one of which is full employment. To the degree that full employment is maintained and to the extent that adequate coverage and security payments are available against interruptions to income, the growth of this closer relationship between management and labor will be fostered. To this must also be added another factor with respect to compensation for industrial injuries. Heretofore, employers were liable for industrial injuries to their employes but workers were left to enforce their rights as best they could in the absence of effective devices to assure equitable settlement of claims. The usual procedure was private arrangement between employer and employe, often to the disadvantage of the injured workman and his family, or recourse to arbitration proceedings. Now, however, workmen's compensation is an integral part of the social security structure, administered by the government and supported by insurance contributions from the employer, employe, and the government. Thus one more main source of irritation and strife between labor and management has been removed to the advantage of both employer and employe.

Effects on Government Structure

The advantage of regional government as opposed to both the local government structure and to government centered exclusively in Whitehall has been debated for well over thirty years. The local authorities of England and Wales consist of counties and their subdivisions and county boroughs, numbering in the aggregate about 12,000. The inadequacy of these tiny units to cope with many important present-day

Courtesy British Information Services

Under the new National Health Act the administration of clinics has been taken over by the London County Council working in conjunction with the regional M.O.H. There are nine divisional offices in London responsible for clinics

functions of local government has led to innumerable anomalies and needless complexities. Effective and efficient discharge of these responsibilities often necessarily involves far larger geographical areas than are contained within the jurisdictional boundaries of the local authorities, and frequently exceeds the financial resources of the smaller and poorer authorities. The problems of town and country planning, the building of roads, the supply of electrical power, the provision of hospitals and higher educational and technical training facilities are a few of the long list of functions beyond the capacity of most local authorities.

Simultaneously, the functions of central government departments have increased stupendously in recent years, making it impossible for them to operate at maximum efficiency from central headquarters alone. At no time were these deficiencies of both local and central government more keenly appreciated than during the war. To meet the emergency, the country was divided into fourteen Civil Defense Regions which, with the exception of London, were constituted out of entire counties or county boroughs. The advantages of the devolution of authority to regional offices by central executive departments was so impressive that these regions have been retained for peacetime use, each department abiding by the same division as far as possible. This tendency toward permanent regional government has been rigidly resisted by the traditional local authorities, not without some legitimate argument.

The administrative reorganization of the social security system with its vast extensions has given an added thrust to this movement. The situation of the country's hospitals is the most striking illustration. Britain's hospital system was a curious mixture of public hospitals maintained by local authorities and financed by local "rates" and taxes and a large number of voluntary hospitals managed by their own individual governing boards and supported by private endowment, appeals to private charity, and payments for services. The system was most inadequate. The private hospitals were unevenly distributed over the country "at the caprice of private charity;" often two nearby hospitals provided the same services unnecessarily, usually in the more affluent areas, while in other sections there was a hospital shortage, especially in remote and depressed districts. Many of the hospitals were too poor to provide the general and specialist services demanded in modern medical treatment. Similar variation was found among the public hospitals where poorer authorities, often those in greatest need of medical care, were unable to discharge their hospital responsibilities. Cooperation between public and private hospitals left much to be desired.

To correct this condition the central government, last July, took over all the nation's hospitals both public and voluntary and reorganized them on a regional basis corresponding to the former Civil Defense Districts. All are now supported with national funds and are administered by regional boards with this significant difference from the former system of public hospitals. Whereas the public hospitals were heretofore under the fairly direct control of local electorates through the local county and county borough councils, the members of a regional body are no longer elected by popular vote but are appointed by the Ministry of Health.

Similar examples could be drawn of the use of regional administration of other parts of the social security structure at the "expense" of local authorities. The repeated accusation of "government by commission" has increasing validity and with the full implementation of the social security program, new impetus will be added to the demand for review of the country's system of local government.

Effect on Private Social Work

The full impact of the social security program on the nation's private social welfare is difficult to appraise but certain trends are in evidence. There are few predictions, such as were made here during the depression when our public assistance programs were being established or expanded, that with the assumption of more and more responsibility by the public authorities, the usefulness of private agencies is diminishing. For one thing, both the general British public and their public authorities place a far greater value on voluntary initiative than is generally true here. A much closer bond exists between the public and private agencies, a form of cooperation that has grown steadily, particularly in the last decade. It is common practice for public authorities to delegate responsibility to voluntary organizations and to pay for the services at established rates or to subsidize the organization with public funds. The arrangement is being used extensively in the security program as, for example, the use of voluntary homes for the aged and handicapped, voluntary child placement agencies, voluntary nursing homes, and a large number of others. As public responsibility for social welfare expands, the government looks more and more to already established private organizations to assist in the execution of plans.

With family financial need covered by social insurance and public assistance, the necessity for private agencies to give financial aid (unless commissioned to dispense public funds) will all but disappear except in acute emergencies. The effects of this realization upon the function of private agencies is becoming visible. In 1946, for example, when the present security program was still in the form of government White Papers and legislative bills, the Charity Organization Society, founded in 1869, was reorganized as the British Family Welfare Association. The change of name indicates the change of function from "organizing charity" and relief-giving to that of personal adjustment and relationships.

A similar trend is evident in another way in the network of 600 Citizens Advice Bureaus strung throughout the country since 1939 under the stimulus and guidance of the National Council of Social Service. More and more, initial requests for simple information are becoming pleas for advice and counsel on family and domestic problems and the voluntary agencies are rising to the need. The impetus on casework services, together with stimulus to professional training, will be truly significant.

The recent widespread growth, almost entirely through voluntary initiative, of village halls and community centers even in rural areas, the neighborhood groups and various clubs, and the splendid development and achievements of the National Council of Social Service in the last couple of decades are group work and community organization illustrations of a similar order.

Reference has already been made to the financing in whole or in part of private agencies through government payments or subsidies. This will undoubtedly continue and expand. There are other indicated changes in the methods of financing private social work. The basis of appeals to private charity will inevitably be affected by the shift of emphasis of most private agencies partially or totally dependent on contributions. New sources of appeals also are possible and necessary,

such as the former contributors to the voluntary hospitals, now supported entirely by public funds and the necessity to develop a wider response among small donors as former large benefactors are compelled to restrict their donations because of increasingly progressive taxation. In their financial reorientation, private agencies are more and more banding together into counterparts of our community chest appeals. Past barriers to this sort of cooperation may disappear in the common financial plight in which private agencies may find themselves.

No simple answer can be given the question of how the new social security program will affect British life. For security from want for themselves and their children, the British people are paying the cost of increased general taxation, sizable deductions from earnings and submission to increased government controls and regulations. They also will be affected by the changes that this program, intentionally and unintentionally, will bring about in their lives as family members, as participants in labor and professional associations, and as individual citizens in relation to governmental and private institutions. It remains to be seen whether present British enthusiasm for their new security will withstand the multitudinous consequences, both good and bad, which it will bring in its wake. Of one thing, however, we can be sure. With the well-known British patience and sober good sense in not expecting immediate and dramatic results, the new scheme will be given a fair and thorough trial.

Social Workers Pension Benefits—A Reality

HENRY BRUERE

Chairman of the Board
National Health and Welfare Retirement Association, Inc.

October 1, 1948, was a landmark in the history of social work, for on that day about 350 workers became eligible to pension benefits under the National Health and Welfare Retirement Plan. This association, set up three years ago, should in the course of time become a stabilizing influence in the field of health and welfare. The plan will help to make social work a more attractive profession. Already its member organizations—now numbering over 2,000—report improved personnel relations as a result of it, and this is reflecting itself gradually in better service to the public.

Since the Retirement Association opened its office for business on October 1, 1945, more than 24,000 employes have made application for participation. These workers comprise the employes in more than 350 family and child welfare agencies, 200 visiting nurse associations, 100 hospitals, 250 community chests, 200 recreational centers, social settlements, and many other types of agency. Prior to the organization of the National Health and Welfare Retirement Association only a few private welfare organizations had pension plans.

In the first three years of operation employers and employes have jointly contributed more than $10,000,000 to the association covering past service benefits, future service benefits, and death benefits. In this time, 122 death claims in the amount of $247,000 have been paid to the beneficiaries of participants who died. Altogether more than $26,000,000 in death benefit protection is now in force covering the lives of the participants.

In the interest of safety and conservative management the benefits have all been reinsured with the John Hancock Mutual Life Insurance Company, thus spreading the risks with respect to investment and mortality rates, with a very much larger group. The reinsurance agreement with the John Hancock is on a participating basis and already dividends and credits exceeding $200,000 have been plowed back to increase the benefits for the participants.

The pension benefits payable by the Retirement Association are necessarily modest because of the short period during which the plan has been in operation. Past service benefits are being paid at the rate of 7/10 of one percent of the salary as of October 1, 1945, for service from age thirty-five to that date, with any Class A members. Thus a worker may receive credit for past service with several member organizations, but he must have been employed by one of them on that date. For workers whose pension benefits would amount to less than $40 per year or $10 per quarter, a lump sum payment will be made.

The National Health and Welfare Retirement Association Plan has always been thought of as supplementary to social security, which it is hoped will be available to social agencies in the near future. The combination of the two should ultimately provide very satisfactory benefits.

Two of the features of the National Health and Welfare Retirement Association are unusual. One is that a worker can, if he chooses, retain the rights to pension and death benefits growing out of both his own and his employer's contributions even if he should have to terminate his work. The other is that a worker may transfer his benefits without interruption from one member organization to another. Nearly 500 workers have taken advantage of these two provisions already.

A special tribute should be paid to the national organization of Community Chests and Councils, Inc., under the leadership of Ralph Blanchard, for helping to organize and finance the plan. The American Hospital Association also deserves special recognition for its sponsorship of the plan and financial assistance.

The association is organized under Section 200 of the New York State Insurance Law and is under the management of sixty non-paid trustees representing all parts of the country. These trustees are elected by the contributing member organizations at the annual meetings.

The officers of the Retirement Association are Gerard Swope, honorary chairman of the board; Milton H. Glover, president; Mrs. Charles S. Brown, John O. Stubbs, and William J. Flather, Jr., vice-presidents; Hobart McPherson, treasurer; John H. Hayes, assistant treasurer; Homer Wickenden, secretary; and Henry Bruere, chairman of the board.

The offices of the association are at 15 Maiden Lane, New York 7, N. Y.

The Truth About Aptitude Tests

GORDON J. BARNETT

Staff Psychologist, Salvation Army Vocational Guidance Bureau, New York City

The story is told of how parents of long ago decided upon a career for their sons. Before a baby boy, within his reach, would be placed an apple, a Bible and a coin. If the baby reached for the apple he was supposed to become a farmer, if his choice happened to be the Bible he was literally preordained to become a clergyman, and banking was agreed to be his lot in life if he reached for the coin. One enterprising youngster is reported to have sat upon the Bible, eaten the apple and clutched the coin in his tiny fist!

Recently, however, there came to the writer's office the victim of a vicious method of vocational selection which had none of the charm of yesteryear's naive superstitions.

Paul had drifted about since his discharge from the army, dissatisfied with the odd jobs he held and unhappy at not finding the wonderful postwar world he had heard so much about.

After several months of this existence, he decided to take a big chance and try for a job in selling. He had no experience as a salesman beyond a part-time job as a soda jerk during his high school days, but his relatives and friends had often urged him to try selling as a career.

"Nothing ventured, nothing gained," Paul said to himself as he perused the want ads. And then suddenly there it was, the job he had been looking for. "Young man for selling position . . . no experience necessary. . . ." In almost the time it takes to tell it, Paul was at the employment office of the firm offering the position.

Aided by his natural charm, Paul talked so impressively to the employment interviewer that he was accepted for the job. However, as a prerequisite to his being placed on the pay roll he was asked to take a test designed to measure his aptitude for selling. When the test was filled out it was forwarded by mail to the offices of a concern which had contracted to test all applicants for employment at the company which was ready to hire Paul.

A few days later Paul was called before the employment interviewer, who informed him that from his score on the test of selling aptitude the testing concern had concluded that he would not make a successful salesman. Paul did not get the job.

Paul's case is not an isolated one. In many of our cities today unethical charlatans are influencing the lives of applicants for jobs without ever having seen them, charging exorbitant fees for a few psychological tests which could be obtained free in any of several agencies in most cities. Worst of all, this quackery is being represented to the public as vocational guidance.

But just what is vocational guidance? One hears much talk about it, but few persons can come up with a workable definition. Here is the one drawn up by the official body of vocational guidance workers, The National Vocational Guidance Association:

> Vocational guidance is the process of assisting the individual to choose an occupation, prepare for it, enter upon and progress in it. It is concerned primarily with helping individuals make decisions and choices involved in planning a future and building a career . . . decisions and choices necessary in effecting satisfactory vocational adjustment.

It is apparent from this definition that vocational guidance consists of much more than the administration of a few tests. Still, most people believe that aptitude testing is synonymous with vocational guidance.

During World War I, when it became necessary to classify millions of men in order to use their skills most effectively, intelligence testing was employed to a hitherto unprecedented extent. Thus exposed to intelligence tests, the doughboys spread the word when they were demobilized and soon the phrases "intelligence test" and "I.Q." were on every tongue.

Similarly, during the recent war, with intelligence testing long out of its infancy, aptitude testing received its share of publicity. Veterans from all branches of the service (especially the air forces) have returned to their homes with varying amounts of information about aptitude tests.

Eager to avail themselves of the benefits of the GI Bill of Rights but civilian life. Others have turned to up to facilitate their transition back to and government guidance centers set vantage of the services of community career, many of them have taken adfrequently uncertain as to choice of reputable private agencies and, unfortunately, a large number have fallen prey to the money-grabbers hitherto mentioned. In practically every case, however, counselors have reported that their clients *expected* the vocational counseling service to consist solely of tests or even one test. The writer himself has received scores of requests for *the* aptitude test, sometimes from persons who should have known better.

Since misconceptions about aptitude tests are so widespread, let us examine them more closely.

1. *First of all, aptitude tests are not intended to measure past or present achievement.* Counselors frequently make use of achievement tests (usually tests of school subjects) to learn how college study; we shall soon see why. directly are they tests of aptitude for school graduates for college. Only inhelpful in determining the fitness of school work; these tests are especially much a client has profited from his (usually specified) knowledge, skill, or ability to acquire with training some as symptomatic of an individual's dition or set of characteristics regarded chology" defines an aptitude as "a con-

Warren's "Dictionary of Psyfuture performance, not present. The this means that an aptitude refers to etc." Stated in less technical terms speak a language, to produce music, set of responses such as the ability to term *ability* is reserved for actual present performance.

For example, if a student shows great progress in machine shop, he may be said to show a certain amount of

mechanical ability. He is already working with mechanical apparatus. If, however, he has never taken a course in machine shop nor had any experience with mechanical apparatus but still shows promise of being able to acquire mechanical knowledge and skill, then he is judged to possess mechanical aptitude. Similarly, a talented musician has already demonstrated his musical ability, while another person may never have played a musical instrument or sung outside of the shower in his life and still have a definite aptitude for music which might have led to his becoming a professional musician had his aptitude been discovered.

Incidentally, the term *talent* is reserved for a very high degree of aptitude. In other words, the talented individual is able to absorb a great amount of training provided that training is made available to him.

2. *Aptitude tests do not necessarily consist of a complicated set of apparatus.* Most aptitude tests consist of nothing more complicated than printed material—known as paper and pencil tests. There may be diagrams and pictures or not, depending upon the test. These diagrams and pictures involve parts of machinery, pulleys, cogs, and the like, designed to test a person's skill at mentally manipulating the parts shown—a skill considered symptomatic of mechanical aptitude.

However, some highly regarded mechanical aptitude tests are apparatus tests. One such test contains, among other things, such divers items as a bicycle bell, an electric light socket, a clothespin, and a pencil sharpener. The person taking the test is required to assemble these and other objects, the time taken for the task being considered as indicative of his degree of aptitude for such trades as auto-mechanic, machinist, and the like. Here the underlying theory is that the more a person has had to do with such rather simple mechanical gadgets by his own choice, the more native aptitude for more complicated mechanical tasks he possesses. If, however, the testee is shown how to assemble the objects and then timed in his assembly, then *manual* ability or ability to use the hands skillfully is the crucial issue, for there is no implication that the person being tested has figured out the correct method of assembly and that he has thereby given any clue to his mechanical aptitude.

Tests involving the placing of blocks in special compartments or pins in regularly spaced holes on a board are measures of manual ability or dexterity, but may also be interpreted as indicative of aptitude for such activities as packing fruit in crates, sorting, making paper boxes or assembling electrical apparatus.

3. *Aptitude is not synonymous with interest.* While the two often go hand in hand as might be expected, still every counselor knows of all-too-many clients who show every sign of intense interest in an occupation but, unfortunately, have little or no aptitude for it. Who does not know of at least one would-be opera singer in his home town who certainly has a healthy interest in music but who shows pathetically little musical aptitude or ability? Every guidance laboratory contains records of clients who were greatly interested in medicine, law, teaching, or the clergy, but who gave scant promise of ever attaining a reasonable amount of success in these fields.

This does not mean, of course, that interests are not of vital importance in the process of vocational counseling. Years of research have been devoted to the subject, for of what use is aptitude for an occupation if it is not combined with interest?

One of the most widely used interest tests asks the person being interviewed to indicate his attitude toward a series of activities, school subjects, occupations, magazines, peculiarities of people, and so on. The same test has been presented to thousands of people engaged in different occupations; by using complicated statistical techniques the author has made it possible for the counselor to ascertain the degree of correspondence between the ways in which a subject has responded to the items and the ways in which, say, accountants responded. This correspondence may be expressed as a number or letter, thus enabling the counselor to tell the client that his interests, his particular likes and dislikes as measured by this interest blank, correspond very closely—an "A" rating—with those of bankers, for example, but that there is very little correspondence between his responses and those of carpenters.

The client may thus learn how his responses compare with those of persons engaged in more than thirty occupations. It is assumed that he will find most satisfying those occupations whose members' likes and dislikes are most like his own.

Another interest test asks the subject to indicate his first and third choices of a series of activities divided into groups of three. (As there are three items in each group, there is no need to indicate second choice since it is obviously the one of the three not indicated by the subject.) The final results are presented in profile form, showing relative strength of interest as measured by the test in nine different occupational areas.

Regardless of the type of interest test or combination of tests used, the counselor will make it clear to the client that much more than just a strong interest in an occupation is involved in deciding upon a career.

4. *Aptitude tests are not intelligence tests.* While few psychologists are in exact agreement as to just what intelligence really is, still it is generally agreed that what has traditionally been measured by intelligence tests is largely verbal, dealing with words and abstract reasoning. Although intelligence, like aptitude, is intricately concerned with learning ability, there is this difference; aptitude refers to specific activities, such as learning to speak French or to put a complicated motor together so that it will run.

Originally, intelligence was thought to be broad and general, involving one's ability to adapt his thinking to new situations. However, it was asserted by some psychologists that not only do we possess this general intelligence, but we also have specific "intelligences" for different activities, these similar to our idea of aptitudes but covering more territory.

The latest view of intelligence is that it is made up of many different factors, several of which have been isolated by a statistical method known as *factor analysis.* Some modern intelligence tests have been designed to measure these factors separately.

When a counselor requests an intelligence test for a client, he is usually interested in learning whether the client may be expected to succed in his school work. Or perhaps he wishes to know if the client has a level of intelligence about like those of the people in the occupation he hopes to enter. Sometimes this level of intelligence is expressed as an I.Q. (Intelligence Quotient), but the trend is now toward stating a person's intelligence in terms of how he stands in a group of one hundred people, his *percentile rank.*

5. *Aptitude tests are not personality tests.* The latter, of which there are many types, are designed to investigate a person's emotional adjustment to his environment. A personality test may

consist of a series of statements relating to habits and attitudes to be checked by the client, or possibly it is of the so-called *projective* type, made up of pictures or of ink blots, concerning which the client is requested to invent a story or to reveal what he sees. Or perhaps the client is asked to respond to words spoken by the examiner with the first word that comes into his mind. At any rate, the subject under investigation by tests of personality in the client's way of responding to and interacting with his surroundings, notably the people with whom he comes in contact.

From the foregoing description of what aptitude tests can and cannot do, it should be apparent that many things besides aptitudes are taken into consideration in the vocational counseling process. When you go to a doctor for a checkup you don't expect him to make a comprehensive diagnosis concerning your physical health on the basis of a brief look at your tongue. A thorough-going medical examination requires the use of X-ray pictures, laboratory reports, personal observation by the physician and, if possible, a report on the patient's past life. Only when all possible information has been gathered does the doctor begin to make decisions regarding the patient's present and future health.

How vitally important it is, then, that the vocational counselor secure all possible information about the client with whom he is to chart occupational plans upon which his entire future, health included, will be based!

It is because of the enormous weight of decisions made by the client upon the counselor's suggestions during the vocational counseling process—and the reader can now see that it is a process and not just a desultory act—that every scrap of information which has a bearing on the client and on the world at work is used. The client's family background, his social position and the occupations of his close relatives, his medical history, his educational training, important events in his life, jobs he has held and his attitudes toward them, reports on his behavior gathered from friends and relatives, his feelings about other people, his reasons for seeking vocational guidance—these are just a few of the pertinent data investigated by the vocational counselor. Small wonder that reputable vocational psychologists and counselors bewail the formulation of comprehensive vocational plans based on a few tests.

Minimum Standards

The following list of *minimum standards for vocational guidance services* was drawn up by a committee of the National Vocational Guidance Association and approved by the delegate assembly of the association in March, 1947:

An agency, organization or individual that provides guidance service should meet the following minimum requirements:

***Recognition.* The agency (organization or individual) should be recognized by suitable educational institutions such as approved colleges and universities or by state and local supervisors of guidance, and be endorsed by professional organizations such as the National Vocational Guidance Association and the American Psychological Association.**

***Personnel.* The staff should consist of competent and properly qualified people. Supervisors and those who work without close and direct supervision should possess the qualifications of professional members of the National Vocational Guidance Association.**

***Procedures.* The agency should adhere to the standards set forth in the statement, "Principles of Educational and Vocational Guidance," obtainable from the national headquarters of the National Vocational Guidance Association [82 Beaver Street, New York 5]. Among the methods which are specifically disapproved as vocational guidance procedures are: astrology (basing predictions on stars and planets and their movements), handwriting analysis, numerology (use of date of birth, etc., for predictions), palmistry ("reading" the hand), phrenology (the study of bumps on a person's head), and physiognomy (the making of assertions and predictions on the basis of one's physical appearance), the practice of vocational guidance entirely or mainly by correspondence, the routine practice of counseling in one interview, and the giving of vocational advice entirely on the basis of tests.**

***Advertising.* The agency should limit its publicity to dignified announcements and descriptions of its services, adhering to professional rather than to commercial standards. It should not indulge in self-praise or promise good results, either directly or by implication. It should not advertise in newspapers, magazines, or on the radio, and should not put more than a plain listing in telephone directories. The offer of free or low-cost aptitude tests as a method of sales promotion is discouraged.**

***Fees.* Fees, if any are charged, should be reasonable in relation to service rendered. An approved agency does not pay fees to others for recommending clients to it, does not accept fees for recommending clients to a school or another agency, and does not require a client to pay a fee for guidance in order to qualify for ostensibly free job-placement service.**

When the counselor and his client have arrived at a point at which it is apparent that the objective comparison of the client's performance on any or all of the previously mentioned categories of psychological tests is needed, then and only then does the counselor recommend testing. In this manner testing is utilized as an invaluable tool of counseling but is not made the *sine qua non*. In some cases there may be no administration of tests at all, if all necessary information can be obtained without it. When testing is indicated, the results are integrated with other information about the client, and this is in turn interpreted in the light of all possible information concerning the occupational world.

This latter, the giving of occupational information, is what makes the distinction between vocational psychologists or vocational counselors and specialists in any of the other areas of psychology. It requires the services of a specialist in vocational guidance to relate knowledge of the individual to knowledge of occupations. Neither is of value in the absence of the other. Vocational guidance as practiced today is a scientific, exacting young science. (Its formal beginning dates from a report made by Frank Parsons as director of the Vocation Bureau in Boston in 1908.) It draws heavily upon the subject matter of sociology, physiology, psychology in general, economics, mathematics, and industrial engineering. The competent vocational counselor is at least fairly well acquainted with all of these fields.

With this knowledge the applicant for vocational counseling may report to the counselor better prepared for the give and take of the counseling process. One's occupational life forms too large a part of his total existence to warrant the making of snap decisions based on inadequate information.

One would think that our hard-headed businessmen would be among the last to be mulcted by phony "vocational experts" who promise to provide scientific screening of applicants for employment through the mails, but each year more and more of these outfits come in for the kill. An awareness that accurate selection of employes is not a nickel-in-the-slot procedure will help to make certain that fewer cases like Paul's come to the attention of our vocational guidance bureaus.

Apples Plus Oranges Equal — ?

CHARLES J. BIRT

Executive Director, Community Chest and Council, Inc., St. Paul, Minnesota

It is our failure to recognize the limitations, inherent in the structure of the orthodox council of social agencies, that has been the cause of so much community disorganization in our time. We expect and anticipate many things of our councils which in the first instance we have never given them the power to do.

It stands to reason that unless the individual agency gives its delegate the power to commit the agency to the decisions of the council, the delegate body cannot be more than a conferring, consulting, and advisory agency in the community pattern of health and welfare service. As long as the legal principle stands that an agent has only the power his principal assigns to him, a delegate body is going to be circumscribed.

Councils cannot make much progress beyond their present usefulness until some of these limitations are realistically faced by the parent bodies of the delegates to the councils and steps taken to remove them. The parent bodies who approve the corporate articles of chests and councils must be willing to share some of their autonomy in matters which affect their interests and to give permission to their delegates to make independent decisions arising within their field of operation and in which they have special competence.

Over the years we have been inclined to place the blame for the ineffectiveness of councils on one or more reasons. The most obvious one is that councils fail because they are chest dominated. This implies that this body "chest" is sort of a sinister thing always on the lookout to sidetrack any forward-looking program that might impair its money-raising efforts. It is a good old American custom to have a "whipping boy," and the chest has served some agency-minded, rather than community-minded, persons in good stead in this regard. Nevertheless, the chest errs when its staff, cloaked with authority of expertness (especially where it is based only on its money-raising ability) influences the financing and program of its agencies without giving full opportunity to the interested agencies to participate in the decisions reached.

Undesirable Fruit

There is an accepted saying in research that you cannot add apples and oranges together and get pears, but we do add them and get other undesirable fruit. It is something of the latter we have been doing for far too long a time in councils. Since a council includes tax supported agencies and private agencies, the former deriving its "power, structure, and purpose through legislative enactment," and the latter with the power to "determine their own purposes, and define their area of service," the task of bringing about a meeting of the minds upon any project starts under handicaps. It seems nearly insurmountable if agency antagonisms are confronted in addition to legislative and administrative barriers. Similar difficulties may arise when projects concern the local community agencies and national agencies.

Potentially, delegate-based councils have a greater role than that of a debating society or an escape valve to air local needs and problems. But we must convince the parent bodies of delegates to place upon the councils a greater responsibility for community planning and accord recognition to the right of the councils to act as a separate entity in certain areas of community organization. When this is done, councils will have taken a long step forward in serving as forceful instruments in community health and welfare planning.

The areas in which a large measure of responsibility should be delegated are social planning, social action, research, and budgeting. As long ago as 1930 some of us discussed the possibilities of a council with such a franchise. We envisioned a community council or a community service authority, created by legislative enactment, representative of all the elements in the community, such representatives having the power to act as an entity with the understanding that such acts would not bind the parent organizations. This council to be responsible for the common services required by the community in research, budgeting, planning and in money raising for private health and welfare services. It would have mandatory power to review budgets and programs and make recommendations to authoritative bodies in charge of public welfare services. Its budgeting practices would differ from the usual chest budgetary practices in that private agencies requiring funds would appear before its budget committee and state their needs in terms of cost per individual or per family served. Subsidized or deficit budgeting would be eliminated. A start toward this end has been made in some cities where hospital cases and campership funds are today paid out of a common fund secured through community chest contributions.

The council, through its money raising committee, would seek to raise a budget commensurate with these individual cases of need and pay the money to the agency on a cost of service basis.

In other words, community funds would be sought for community needs and determined by a community council. The council would ask money for children's cases, camperships, hospital cases, boys' and girls' work, and so on. In this manner, the community would be brought face to face with over-all social needs and become acquainted with methods of meeting them through purchase of the services of individual agencies. This approach of asking a community to provide funds to purchase so much service from these agencies may be a means of eliminating the fear of a "saturation point" in community giving and of hastening the public understanding of its social responsibilities.

As such a council is a long way off, it is practical to consider the less visionary councils with which we have to

work today. There are three fundamental principles inherent in any sound structure or organization, whether it is General Motors Corporation or a one-person social agency. These principles are (a) a definite concept of the job to be done; (b) responsibility compatible with the authority given; (c) line of responsibility clearly established.

Essential Elements

The following therefore are the essential elements of a council which can provide the maximum benefits to the community:

1. *Balance of Leadership*—or equal representation between groups: between lay and professional leadership, between chest and non-chest leadership, and between private agency and tax-supported leadership.

2. *Total Community Budgeting*—councils must move forward in their processes of budgeting by developing means to review the total welfare dollar spent, despite the legal complications of public appropriating-bodies.

3. *Total Community Research*—councils must establish more comprehensive fact finding and research plans, and results of such research should not be filed away until the stock market goes into a "tailspin" or until a new executive takes over. Administrative research which concerns only one agency is not enough. We must study trends in all fields and their impact upon outmoded agency services and, more important, we must develop evaluative or pure research to determine the effectiveness of program in the lives of people.

4. *Total Community Interpretation*—interpretation still rests on the false premise in many councils that only private agencies supported by chests need year-round interpretation. This deficiency can be corrected by more assertiveness upon the part of the public agency executive based on a better understanding of its importance.

5. *Total Community Personnel*—the council must have as staff, individuals with the broadest social sense. Council executives, being human, reflect their conditioning and training and, as most of them to date have come out of the private field, they reveal shortcomings which make cooperation with public administrators difficult. The younger personnel coming along since 1940 do not reveal these deficiencies. It augurs well for the council's effectiveness in the years ahead.

Functional Bodies

The really important delegate bodies, in my thinking, are the functional or divisional councils. They are the "grass roots" of community social program. It is on these functional bodies that attention must be focused. They must have, to be effective, the elements listed under section Balance of Leadership and, also, they must be integrated under the remaining points of Budgeting, Research, Interpretation, and Personnel. They should have the right to draft their own statement of purposes, and outline their own representative structure and operational procedure within the over-all framework of the corporate structure of the over-all body. The councils should further have the right to express themselves as separate and independent entities in defined areas of program and such expressions should be issued in the name of the council on its own letterhead and should not bind any other body.

The defined areas of program which should be set forth in the corporate articles of the chest and councils and which outlines the councils' spheres of activity and responsibility are:

(a) Independent
(b) Interdependent
(c) Dependent

(a) Functional councils should be independent in matters of social action, social legislation, public questions, and interpretation on subject matter arising in their respective fields. The council should be free to express itself on these points and such expression should be accepted as binding only on the council as a separate and independent entity.

(b) Functional councils should be interdependent on matters of program planning, coordination of programs, and research projects. That is, the council should advise the planning and research council of the corporate body as to its views on such matters, but should not state these views publicly unless such views had been approved by the parent bodies of the delegates.

(c) Functional councils must be dependent in matters related to the financing of member agencies of the community chests. That is, councils should advise the budget committee of the chest on agency expenditures, but final determination on such matters must rest with the board of the agency involved and the budget committee.

It is admitted that this proposal, while it gives delegate bodies vitality, has many kinks in it. The legal principles involved are questionable. Former Secretary of State Byrnes says in his book "Speaking Frankly" that "the nearest thing to immortality is a public agency" (which also might apply to some private agencies). It is possible that "immortality" may shift rapidly to "mortality" for some of our basic community *problems* when and if councils are given a degree of autonomy of their own within our community pattern of health and welfare services.

» The common responsibility of all Americans is to become effective, helpful participants in a way of life that blends and harmonizes the fiercely competitive demands of the individual and of society. The individual must be free, able to develop to the utmost of his ability, employing all opportunities that confront him for his own and his family's welfare; otherwise he is merely a cog in a machine. The society must be stable, assured against violent upheaval and revolution: otherwise it is nothing but a temporary truce with chaos. But freedom for the individual must never degenerate into the brutish struggle for survival that we call barbarism. Neither must the stability of society ever degenerate into the enchained servitude of the masses that we call statism.—General Dwight D. Eisenhower, *in his inaugural address as president of Columbia University.*

Courtesy The New York Public Library. Photo by Delano, OWI

Youth takes seriously genuine opportunity for democratic community experience

The Youth Council: A Challenge

MORRIS L. EISENSTEIN

"Toward youth organizations our attitude has frequently been one of condescension . . ." declared G. Howland Shaw, in an address to the New York Youth Conference in 1945. "We have, of course, been agreeable and more than agreeable to youth's entering organizations which we adults have established for them. . . . But when it comes to organizations of youth, by youth and for youth, that we say is a different matter, and we begin to have qualms."

In this statement Mr. Shaw puts his finger on a problem familiar to those who work with youth, especially those who have been interested in promoting the organization of youth councils. When youth councils have been adult-sponsored and controlled the majority of youth have stayed away. Where adult control has been eliminated, councils often have died for lack of support from the adult community.

Our young people grow up in an adult-controlled environment whose values and standards they are expected to accept. Not only are their suggestions not solicited, but their ideas are often rejected as immature and impractical. Consequently, many young people move into active rebellion against what they consider adult ideas, values, and institutions. Some of those who do not rebel remain isolated from the adult community. Thus they are deprived of an arena in which to exercise their developing sense of society—of living, playing, and working with others. They lack that very opportunity for continuing democratic experience which insures the future of a democratic society. Realization of the havoc created by youth's lack of democratic experience in community living has motivated creation of many expensive projects for delinquent youth. Provision of opportunity for democratic experience in the first place would indeed be more desirable and less costly in both monetary and human values.

Youth councils, especially in urban areas, can be a source of democratic community experience for young people. The successful organization of such councils, however, depends first on the degree to which control of the organization can be guaranteed youth; second, on the use of informal discussion to uncover areas of agreement; and third, democratic acceptance of all groups which can agree on a minimum program. These conclusions are formulated on the basis of a project in organization of a youth council in a large urban area of many neighborhoods. The project, sponsored and supervised by the Welfare Council of New York City, was carried out in 1947-48.

What Is a Youth Council?

A youth council is a voluntary association of youth clubs and youth organizations, whether supervised or unsupervised, whose members are approximately between the ages of 14 and 30. Separate programming is generally arranged for teen-agers, 14-18, and for young adults, 19-30. The purpose of the council is to initiate and plan joint activities around youth's needs. It is nonsectarian and nonpolitical in character, its membership open to all youth groups except political parties. It does not discriminate against any group because of the social, economic or political beliefs of its members or their race, religion, or color. It is organized by youth, of youth, for youth, with adults standing by for consultation.

It is possible for the youth council to serve many constructive purposes in the community. A council that is really established and controlled by youth can help create an atmosphere in which young people can feel that they belong and are wanted. Such an at-

mosphere is particularly attractive to "unaffiliated" youth—those who are organized into their own private social and athletic clubs, meeting in homes, store fronts, basements, or just "hanging around" on street corners. "Whatever one might say about them," writes William F. Whyte in "Street Corner Society," "they were the people. In their own age group, they constituted the overwhelming majority. . . ."

Because it is an instrument for continuing contacts between community people, and a means for obtaining intergroup experiences, the youth council can help lower barriers between groups in the community and lay the basis for destroying harmful stereotypes. During a meeting held in one community to discuss support for a youth council, unsubstantiated rumors of a Catholic-Jewish incident in the neighborhood came out quite by accident, and because both the priest and rabbi, adult advisers in the community, were present, the facts came out. What could have developed into an unpleasant situation with communitywide repercussions was averted.

Finally, and most important, a youth council can serve as a workshop for training our future community leadership. Within the council which includes young people of conflicting backgrounds, goals, beliefs, and motives, there is the chance to work at a solution of such conflicts. Under their own steam and with their own ideas, youth can work together in a training field which is more nearly comparable to the larger community with its many conflicting interests that they will face in a few years. In our work, we came across these conflicting ideas, some so sharp that in the beginning there was refusal to cooperate. Yet once the joint responsibility for a community situation was recognized, there was willingness to make concessions in formulating a program in which all could function.

A Guarantee to Youth

The first problem in launching a youth council movement in the community was to guarantee to youth the responsibility for organizing the council and for formulating and carrying out the program; to insure that adults would be willing to function solely as advisers, standing by for consultation, with the final decision resting with youth.

Here we faced two difficulties: first, community acceptance and support of the project depended on adult agreement, particularly agreement of those adult leaders through whom we would reach organized, affiliated youth; second, the unaffiliated youth, those connected with no organized center or movement, were particularly chary of any hint of adult control. Thus we concluded that gaining adult support for a youth-controlled council was essential to the first stage of organization.

This was not easy to achieve. Adults were jealous of their control over young people and suspicious of any challenge to it. The executive of one agency put it this way: "I'm not turning my young people over to anyone. I have been working with them for two years. When I came here there was nothing. I figure we need another year to establish our grip over our young people." On the other hand, a young girl who represented a neighborhood girls club told us, "If you really mean to let us run the show, we're with you." Thus, although establishing youth councils was our objective, it was necessary for months to handle essentially adult problems, recognizing and attempting to resolve the suspicions, tensions, and differences which we met within adult groups.

Mr. Eisenstein, currently employed as neighborhood organization secretary for the Urban League of Greater New York, here discusses the early stages of youth council organization on the basis of a special project sponsored by the Welfare Council of New York City.

Next month, *Survey Midmonthly* brings you a discussion of youth council program and objectives based on the two years experience of the San Francisco Youth Association. Thomas A. Rowe, executive director of the association, will do the honors.

No decision to organize a youth council in any community was made until representatives of that community's religious, veterans, social, civic, and other groups considered the proposal and approved it.

Many of the adults who agreed that the council should be youth-controlled, were not completely convinced that the idea would work, but were willing to try. Although they accepted the idea in principle, they had reservations about youth's readiness and preparation for the job. There was, of course, no guarantee that adults would not attempt to dominate the young people. The only assurance that progress could be made in this area was the constant return of emphasis to the agreed-upon objectives.

The results were better in some neighborhoods than in others. In two of these, youth and adults achieved a good working relationship. The achievement did not come without hard testing. In one neighborhood, the adults suggested that a draft constitution should not be drawn up before a conference of youth groups was held. They were overruled by the young people. In another neighborhood, one of the adults attempted to override the young people in their choice of areas for programming, insisting that it was appropriate for the council to deal only with problems of recreation. The young people objected to his attempt to limit them. Other adult advisers reminded their colleague of his function and thereafter served to hold him in check. This reassured the young people that the adults intended to keep their word, and freed them to make more rapid progress in constructive work together.

In five of the neighborhoods where adults acted only as consultants, there was some representation from unaffiliated youth—social and athletic clubs, girls' clubs, and so on—almost from our first contact with the young people. In each of these neighborhoods, these young people showed particularly great interest and enthusiasm for the council program once they saw that adults limited themselves to the advisory capacity.

When they gained the respect of the young people, adults were very helpful, especially in recalling the basic principles to which the young people themselves had subscribed. A situation arose in one group when a representative of one veterans group refused to participate in a council offering membership to another veterans group. One of the adults was able to help lay the basis for both groups working together, by getting the two representatives to hold their sharp differences in abeyance during the discussions of possible program for the council. When agreement on instituting a campaign for more adequate recreational facilities for the neighborhood was reached, it had been demonstrated to both representatives that there were areas in which they could work together.

Areas of Agreement

It is difficult for diverse groups, tense with distrust, and poles apart in philosophy, to work together to formulate program. But if differences can be held

in abeyance, a minimum program can be worked out. This does not mean that the differences must be reconciled, but that young people can learn to work together despite differences. In the early stages of development of a youth council, when suspicions and differences generate heated emotional responses, emphasis should be placed on uncovering areas of agreement.

In the process of uncovering these areas of agreement, we found the principle of informal discussion more valuable than adherence to rigid parliamentary majorities. Free, informal discussion, with each group conceding somewhere for the good of the whole, opened up a minimum area of agreement, which was then formalized by a parliamentary vote. We found this the only basis on which differing groups could be kept together. The use of parliamentary majorities in the early stages of organization only served to emphasize differences, with basic agreements lost in the shuffle.

The first meeting of young people in one neighborhood resembled an armed camp. Representatives were present from various veterans groups, several social clubs, a local forum, religious groups, a Negro group, several settlement houses. Several adult advisers were present. A controversy over the inclusion of two of the groups broke out immediately. One representative threatened to withdraw from the council if these groups were included. Others insisted both remain since the basic agreement was that there should be no discrimination against any group. Although at this meeting the objecting representative was not able to agree to work with all groups, he did state that there were possible areas of agreement. It was decided that the next step was to begin searching for these areas of agreement.

At the following meeting the same representative again raised the same problem, declaring it was impossible for him to work with the two groups to which he objected. Others explained that outside the council each group was free to pursue its own program, but within the council, all groups cooperated on those things they agreed could benefit the community. In the midst of his tirade, the objector broke off suddenly, exclaiming, "I guess I'm throwing a monkey wrench into the works. We're looking for things we can agree on." From that point on the group began to function more smoothly and the question of excluding any representative was not raised again. At the end of several months, these young people were able to work together on a preliminary draft of a constitution for the council.

In planning for program in another neighborhood, there was controversy among the young people of the council on whether to limit program to local issues, or to include national and international issues as well. It was finally agreed that the only limitation placed on the council activities, would be that all groups must agree upon each activity undertaken. They then chose recreation in their own community as a first focus for attention, since this was an item which met that qualification.

The use of informal discussion served a good purpose also in a meeting of adult leaders called to discuss possible organization of a council in their neighborhood. Differences in religion had so divided this community that it had become unbearable to the young people and they themselves had initiated an interfaith movement. One section of the community, motivated by these religious differences, was split three ways over the question of support for a youth council—some violently opposed, others enthusiastically supporting, and still others undecided. Every organization in the community was represented at the meeting—for the first time in the history of the neighborhood, it was said. Opposition to the council was determined and aggressive and talk was frank. After several hours of free, informal discussion, this group was able to agree to support organization of the council, though they could not bring themselves to initiate calling the first meeting. That it had been a constructive experience for them was evidenced by their suggesting future meetings of a similar nature to discuss other neighborhood problems.

It may be felt that this method is essentially undemocratic since a small minority may prevent a majority from acting on a given issue or problem. Actually however, each group is free to act on any part of its own program, so long as it does not identify the council with its action. And on the other hand, an attempt to commit the minority to policies it might violently oppose, would no doubt lead to its resignation from the council. This would mean frustrating the basic objective of bringing together all the different groups in the community for interchange of ideas and experience.

The use of this method means that in the early stages of organization, the program is of necessity a limited one. But at this point the important thing is bringing the youth together where they will have an opportunity to talk with one another. As they work together and learn mutual respect, the areas of agreement will enlarge and program can then broaden out.

Democratic Inclusion

Finally, as has been implied throughout this discussion, one of the principles on which we worked during this project —and one which brought us our gravest difficulties—was the democratic inclusion of all groups that could agree on a minimum program. As mentioned elsewhere, we proceeded on the basis that council membership should be open

Photo by Rothstein, FSA

Unaffiliated youth: ". . . they constituted the . . . majority"

to all youth groups except political parties. This principle came into a head-on conflict with a pattern of near-hysteria, probably no more characteristic of this community than of many other American communities in these times.

The recurring thread of this pattern was fear—fear of Catholics, fear of Communists, fear of Negroes, fear of Jews. And though we found most people agreeing superficially to the principle of democratic inclusion, it did not take much to bring out their mental reservations.

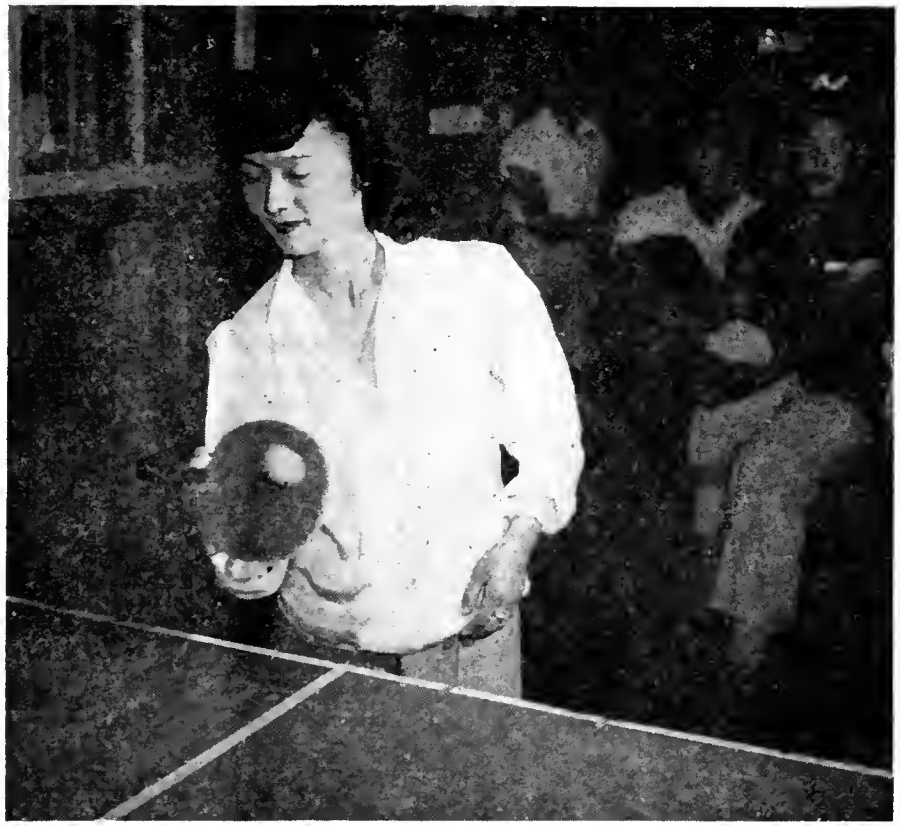
In one neighborhood, the executive of a religious agency finally agreed to cooperate with the group organizing the council only in order to prove that members of another religious group "could not be trusted."

An agency whose membership comprised practically the only organized white youth in a predominantly Negro community, refused to participate in the youth council. Thus the council could represent only Negro youth in that community. There were a number of similar instances which showed clearly the disunity which is created by distrust and hatred bred of fear and misunderstanding.

The most formidable of obstacles to the attempt to build a unified group of young people was the fear of communism. Where this question did not arise naturally, it was often injected artificially. It presented a particularly difficult problem since the very word "communism" seemed to dissipate all objectivity in evaluating the merits of a discussion.

Believing that there is ample demonstration in the American scene that persecution and exclusion of any one political, religious, or racial group immediately threatens many other groups, we felt that it was important for us to insist on the principle of democratic inclusion in the interests of ultimate community unity, even though the immediate repercussions were decidedly those of disunity. Specifically, it seemed clear to us that if organizations which were qualified for council membership and which had members who were Communists, were excluded from participation, it would open the way for exclusion of groups whose membership included liberals, progressives, Jews, Catholics, or Negroes, depending on which way the tides of hysteria might shift as time went on.

As we tackled these pervasive fears, attempting to separate fact from fantasy, we found that one person even was suspicious of the local council of social agencies. "We've got to be careful," said this community leader to a professional worker. "We're investigating the agency to see whether it's a Communist front." The remark came from the representative of a group which had already agreed upon the objective of a youth council and which knew well both the council of social agencies and the individuals comprising its member agencies.



Real democratic inclusion cannot be coupled with mental reservations

As we have implied in the description of the use of informal discussion as a method, it was possible to hold sharp differences in abeyance in some instances long enough for these young people to learn that they could find minimum areas of agreement which would lead to constructive programming. In other instances, this was not possible.

A significant remark came during a discussion on the inclusion of a youth organization, some of whose members are Communists, from a clergyman who had originally been bitterly opposed to inclusion of the group. After having been part of a series of discussions, he finally concluded: "Too much is being made of the question of this organization. Where there are three or four of their groups functioning locally, there are thirty or forty other youth groups, if not more. I don't believe I or anyone else should be fearful of them. In a democratically functioning youth council they should exert influence proportionate to their representation and I have confidence in the young people whom I know to handle themselves in any situation."

When groups remained apart because of any old suspicion, new hysteria or nameless fear, no progress was made in organization of the youth council. But when diverse groups were able to take the hurdle of meeting around the table to discuss common problems, fear and suspicion tended to fade into the background.

From my experience with this youth council project, there were sufficient indications that we were on the right track in stressing youth control, informal discussion, and democratic acceptance of all groups who could agree on a minimum program. The community teamwork of youth and adults, of all groups in the neighborhood, works when given a chance. The challenge is there. It depends upon the ability and willingness of adults to share their world with the young people who must inherit it soon. Social workers can help furnish the leadership necessary in the sharing of experiences and responsibilities.

EPITOMES

JOURNAL OF
Social Casework
Formerly THE FAMILY

The Caseworker as Therapist

Dr. Irene M. Josselyn

Social casework in the last twenty-five years has undergone a rapid evolutionary period of growth, developing from a role of often sanctimonious, frequently domineering benignity, to that of therapy. The rapidity in the transition has resulted in considerable confusion in the relationships between the social agency and the public, the agency and its lay board members, and even among the workers themselves. To clarify some of this confusion, attempts have been made to subdivide casework into various categories. One classification might divide treatment into "environmental therapy," "relationship therapy," and "interpretative therapy."

Historically, environmental therapy was the first area in which the caseworker assumed the role of therapist. With the recognition of the impact of the environment upon the individual, it became apparent that if the environment were modified, the individual's patterns of behavior might be modified. Because this type of therapy has been considered a menial part of casework, agencies have too often tended to place their least skilled workers in it. Handled properly, therapy of this type will bring new credit to casework because of the unique contribution the specialty can offer in this area.

Relationship therapy is difficult to define, since it is a part of any successful treatment program. The therapist serves primarily as the source of security for the patient as the latter tries to establish a more satisfactory rapport between the various aspects of the internal and external pressures to which he is exposed.

Inside or interpretative therapy is apparently the *pièce de résistance* of casework at the present time. To do successful therapy, in whatever category, the worker needs to understand the dynamics of the problems involved. If the problems can best be handled through the client's having an understanding of those dynamics, either the caseworker interprets the dynamics or the individual is referred to a psychiatrist. One criterion of the worker's ability to handle this type of treatment is the degree of clarity with which the worker understands the problem as well as the ease with which he can convey his understanding to the client. —*Journal of Social Casework, November.*

RECREATION

Recreation and Mental Health

Dr. William C. Menninger

Society's enormous loss of manpower because of personality disorders is a problem of health as well as of economy. There is an imperative need for society to initiate corrective measures of every possible sort. As a psychiatrist I feel that recreation workers can contribute to such a program in very large measure.

There are at least three common psychological needs that are effectively met through participation in certain forms of recreation. Competitive games provide an unusually satisfactory social outlet for the instinctive aggressive drive. The psychological value of certain kinds of reaction lies in the opportunity to create. Relaxation through entertainment also satisfies important psychological need, through catering to the passive desires of many of us, as well as providing an opportunity for vicarious participation. There is considerable scientific evidence that the healthy personality is one who not only plays, but who takes his play seriously.

The psychiatrist uses recreation extensively in the hospital program of his patients. For at least twenty years, in our hospital in Topeka, we have prescribed the specific types of recreational activities that we believe to be most suitable to alleviate specific symptoms of patients. For instance, there was a patient who was very hostile to his father even though he maintained that he loved him. We drew a face on a punching bag and suggested that the image was that of his hated parent. Thereupon he tied into the punching bag to the extent of his feelings.

On the basis of his experience with its use as a treatment method as well as his conviction as to its importance in the maintenance of mental health, the psychiatrist can make certain recommendations about recreation.

To the Individual: Good mental health is directly related to the capacity and willingness of an individual to play. Regardless of his objections, resistances, or past practice, any individual will make a wise investment if he does plan time for his play and takes it seriously.

To the Recreation Worker: The psychiatrist strongly recommends a working knowledge of the structure and method of function of the personality [and] a study of the scientific data regarding leadership methods. He would further recommend the importance of taking aggressive steps to educate the public as to the value of recreation in the maintenance of mental health.

To the Parent: Ability to play is a learned ability. Parents should not only set the example of participation in worthwhile activities, but also provide the facilities, the encouragement, and the approval of child-initiated activities.

To the Community: An effective community recreation program is just as important to mental health as sanitation is to physical health.

To the Older Person: People who stay young despite their years, do so because of an active interest that provides satisfaction through participation.—*Recreation, November.*

Channels

The giveaway gimmick may win new advocates in the chest field as a result of the offer from the Richmond (Va.) Chest of a daily prize for the best ending to the sentence, "I am going to support the Red Feather Campaign because . . ." In advance of the campaign, every local radio station plugged the offer with the added bait of a grand prize for the best of the daily winners, to be awarded at the

kickoff dinner. All entries were to be based on material in a special campaign brochure underwritten by businessmen. Copies of the brochure were free, and no contribution was required for entering the contest.

Some people may regret the adoption of this much-criticized device. Proponents, however, point to its educational benefits, which made the story of Red Feather agencies required reading for a good sized audience.—*Channels, November 1.*

CHILD WELFARE

JOURNAL OF THE CHILD WELFARE LEAGUE OF AMERICA, INC.

Professional Training and Staff Development

Susanne Schulze

This discussion of the professional curriculum which is a joint enterprise between school and agency considers the following facets: selection of students, child welfare's stake in curriculum planning, and ways in which the school works with the agency in achieving common goals.

In selection of trainees, are we not operating largely on the basis of hunches rather than of criteria arrived at more scientifically? Florence T. Waite in her paper on "Selection of Scholarship Students" has discussed very ably the kind of applicant we need to encourage. While this material was prepared with the family casework field in mind, child welfare workers can wholeheartedly endorse the criteria stated with a plea for more emphasis at certain points.

For the most part, the child welfare worker deals with children threatened by separation though in uniquely different ways as illustrated in boarding care, adoptions, and protective services. Thus, the agency through the worker assumes greater responsibility for the life of the individual child than in most other fields. Further the unique role of the worker with reference to the client's right of self-determination deserves emphasis. It is essential that the future child welfare worker be particularly secure so that she can make a constructive use of authority.

On the basic course content there seems to be common agreement. It is when we consider what additional content is necessary that the ways begin to part. The dilemma derives mainly from two realities: the limitation in time in the present two-year program; the dearth of trained workers, which puts heavy responsibilities on those who have just completed their training. But even if these realities should become modified, are there aspects of theory and practice which have particular relevance for our field?

As to the child welfare worker's special needs, first of all there is *home finding* in which the evidence for special skill lies before us in the perennial dearth of resources. Then there is the unique relationship between foster parents and worker in which the worker must assume a teaching and supervisory role. The children's institution is only beginning to be recognized for its unique contribution. The special skills required for Adoption and Protective Services are just beginning to be put into practice. Special effort must be made to get these concepts into the bones of future workers.

In evaluation, as in all other aspects, school and agency have to work hand in hand in a continuous sharing process if a sound learning process is to be promoted, strong points further developed, weak points discovered and where possible alleviated.—*Child Welfare, November.*

PUBLIC HEALTH NURSING

Communicable Disease Nursing —1948

Margaret Shetland, R.N.

Many states have revised regulations concerning the control of communicable diseases basing these changes on the findings of a subcommittee on communicable disease control of the Committee on Research and Standards, American Public Health Association. The evidence that quarantine is not an effective measure in the control of certain communicable diseases is substantiated by statistics which show that appreciable declines in the common communicable diseases are related to the development of immunizing agents or improved sanitation rather than quarantine. The shift from rigid to liberal controls must be accompanied by effective community education.

Public health nurses studied the new regulations adopted in their state. Suggested manual material developed from this study [includes the following recommendations]. The primary purpose of nursing care is to contribute to the recovery of the patient and his family from the physical and emotional effects of his illness. The value of isolation in many instances lies in the protection it gives the patient. The nurse should be careful in interpreting the value of isolation to parents so that they do not rely on this alone and fail to take advantage of other more effective measures for protecting their children, such as gamma globulin for measles. No isolation procedures can be effective unless they are simple enough to be understood and practicable enough to be carried out easily with the equipment and facilities in the home.—*Public Health Nursing, November.*

AMERICAN JOURNAL OF PUBLIC HEALTH and THE NATION'S HEALTH

Even with the Law on Our Side

R. P. Fowler

In this article we shall relate a series of incidents which ought to have caused an epidemic and only through the Grace of God did not—even though the "law" was on our side.

Our story begins in 1931 when the Lorain County [Ohio] health department was notified that a young woman had typhoid fever. The patient was the daughter of a dairy farmer [who was found to be] a typhoid carrier. Accepted procedure demanded that the carrier W. should at once be prohibited from handling milk. Such orders were issued. The following year, a representative of the health department found W. handling milk. He was arrested. The case was nolled upon W.'s agreement to sign a statement saying he would quit handling milk. In 1934, W. was found milking a cow. . . . [After] twelve years of legal sparring, the "W. Farm Dairy" surrendered its permit.

If profit is to come from this article, we believe it will come because we have highlighted the fact that "having the law on your side" does not always protect the public. One of the foundation stones of legal philosophy in this country is that it is better for many guilty to go unapprehended than to have one innocent person convicted. Awareness of this principle is imperative as regulations are drafted, evidence collected, policy formed, and affidavits drawn.—*American Journal of Public Health, November.*

Promise for a Better Future

An account of life in the school of social work at Aachen, Germany, by the school's director

MARIA OFFENBERG

Imagine a large house, high-stocked in front and behind a quadrum of low size like a cloister. Its surroundings a beautiful landscape—meadows, hills, woodland toward the Belgian frontier; at the other side, a splendid view of the town, darkened by many broken towers. Clustering about this, our school, are memories of the good visits of 1930 to 1933 from young people of America, England, Lithuania, Australia, and other countries. At their entrance into Germany they used to spend a day in our youth hostel. Sometimes we had a pantomime and a dance together. Now we live in ruins. Thirteen bombs and an aerial mine shook the house, and seven months of war deprived it of all furniture, of every door and window, of every useful object.

In 1941, this Catholic school of female social workers was closed by the Nazi Party. We took it back in 1948, happy to receive it, though it was badly damaged. We had left a part of our hearts in this house we had built in 1930 and now we begin to restore it.

School Program

A social school in Germany is not a university. Our pupils are not free to choose matters of instruction as they like. They have to work after a fixed program and attend lessons regularly during two years up to their official examination.

Five faculties of learning are represented in the staff of teachers, theologians, doctors, psychologians, political economists, lawyers, not to mention men and women of practical social work and technical teachers.

The students encounter human necessities and miseries and try to find out practical ways of help. Groups of social workers for health care, youth care and economic care are formed, according to different ways of preparatory training and personal tendencies and vocations. This general structure is usual at all the twenty-eight social schools in Germany.

The students in all their former occupations of teaching, nursing, or casework have gained some experience and are well prepared for round table talks. During the last term, objects of these talks were: families in camps of fugitives and bunkers, children's misery near the frontier, children and black market, youth camps, studies on home children. There were also lectures of specialists on missionary work, youth care, the vocation of fatherhood, protection for traveling youth, homes for young delinquents, and courses by experts on labor office, assurances, and office administration.

Practical Insight

There are three manners to gain knowledge of people's miseries. First, the *visits*. The pupils went to the different bunkers of this Western town where still about 2,000 inhabitants live. Here are pictures of distress and destitution beyond all description. They visited homes for crippled, for blind children, for people with mental disease, for endangered girls. They saw expositions of handicraft work done by young laborers.

Then there is *accidental* help during the term of studies. The students lend their help to the Christian mission. They assist the youth office in care of children and young people crowding the frontier. In collaboration with the Swiss assistance, they helped indigent people. They took the initiative to support bunker-families, prepared festival hours and recreations for young miners, tried new methods of education.

The third is the *stages of a term,* which means three months of practical social work in every year of study. Students have their stages at office of health, office of youth care in large towns or villages, or in doing social service at factories in the mines of the Rhein-Ruhr and the Saar country. At the centers of Hamburg and Nurnberg they aid traveling girls and women, or work in homes for mothers and illegitimate children. They spend weeks of recreation and training with young people in camps and youth hostels. The practical stages during study is a useful way of proving the personal fitness for social work. When the students return, they bring a certificate and a detailed report.

The School Profile

This is an adult school, for there are 110 young women between the ages of twenty and forty. A glimpse at the list shows a striking variety of development, occurrences, experiences, and destinies. A young widow, her husband never returned from war in Russia, lonely among the unmarried. But she has the gift of humor and prayer that will be a good champion in social work. The daughter of a proprietor of a large factory. When she was young she had all she could desire—distinguished education, many friends, a beautiful home, lots of joys. She had to experience all distress of a dreadful flight in winter. All property lost, she found asylum, a single room she is sharing with her mother. A young woman in separation of her husband. She has to educate a son of ten years with a minimum of income, and her life and studies are filled with anxieties; but she loves nursing, and to be helpful.

Their interior call to social work is of some variety. Many have an innate urgency to aid the helpless; some are influenced by an abstract ideal of humanity; others are deeply touched by a religious call. All of them will have to learn to forget themselves, for this is the way to strengthen mind and eye, and to take the first steps through a thicket of human misery. After this, they can begin to give real assistance. Higher studies are a good foundation, but they are not the decisive agent for

social work. There is not one of these students who did not suffer by war. Many lost brothers or parents, or themselves became prisoners of war in camps. Others were evacuated from the shores of the Rhein or the Saar to Austria, Russia, Poland. Common among them are the stories of expulsion and flight, the loss of home by bombing or other war proceedings.

Life at the School

From all sides the students enter. Some come on foot as they live close by the school. Some come from the suburbs by tram, others ride two hours on the train. Still others live at the school.

The class rooms are badly damaged, but the windows give sight to the delicious wonders of nature. Looking around one sees the festival hall without windows, the walls unprotected from rain. Doors are missing everywhere. There are no desks, chairs or tables, and copy books are rare articles. But these are young people and the war gave no occasion to be spoiled.

Privation of food is a greater evil. It is common to see the pale face, the chronic fatigue, the memory and intellect refusing their service. Sometimes a lentil soup is served, precious gift of the social school of Santiago. There can be no meal without ration marks, and social schools have no subventions of food as universities have. Our flower beds have been turned into beds for vegetables, salads, potatoes, and we all look forward to the harvest.

In the distant future we have the possibilities of good lodging. Meanwhile the young women helped themselves, taking possession of the spoiled lodgings with their wet walls and uncovered floors. But they are able to overlook damages, and they love freedom more than comfort. They can always find a corner to have a talk, a room for discussion and festive hours. They deal with this house as their own, knowing it was built for their sake and it will be restored for their own use and pleasure. It is theirs, with all its defects, its broken beauty, and its promise for a better future.

In such a town, our school must work without any illusions in regard to the difficulties and vicissitudes of life. The students share this life along with townsfolk who live in cellars and ruins of homes. First of all, they have begun by restoring their own school, removing the rubbish, mending the roof and cultivating the garden. "Move your hands if you would conquer misery," is a saying that has come to mean much to them. There is no sentimentalism. The spirit of *viewing realities,* which is part of the Christian spirit, is the only way to influence their personal effort.

But young people cannot grow in the dark alone. They try to meet joy in spite of ruins. They live within the beauty of various seasons. Nature inspires songs and gaiety. Country dances, musical instruments, plays, sports and games, interest for theaters and films—all these help to conquer the depression of ruins. Not for their own development alone is joy necessary. For the knowing how to spread joy through work belongs to the equipment of social workers.

The study of human nature has a prominent place in the social school. Personality in its heights and depths is the ground subject of social and psychological studies; it should rule all thinking and dealing of social workers. The profound seriousness of every human act, of doings and destinies must be respected first in the community of school life. The attempt to make poverty and want supportable, even joyful and humorous in helping one another is a good school for life. It is an affair of honor to share the own little riches with the neighbor. All inventive faculties shall be employed to make others happy.

Though we are a Catholic school, we have lost our chapel, the altar, the sacred chalices. We ourselves were forced to extinguish the light at the altar that painful day in 1941 when we left our house, and there is no hope to have it back soon. Community worship morning and noon, a chapel the center of the house, means a continual stimulus to Christian faith and love. It has afforded to us trust and support and consolation in our separation. It is the tie that never looses its binding virtue. We will work hard to earn it again.

An Examination Day

Fifty candidates for official examination are waiting anxiously to be called. Faces are pale, movements nervous; examination anxieties are common to all ages!

There on a table at the left side of the examination room is a pile of papers —personality reports, and reports on practical stages, tests, examination papers. Each of the students has written within five hours papers on two subjects: "The dangerous effects of venereal disease, its control and abolition by medical and educational means," and "How we are able to encounter endangered youth." These now have been censored. Besides these there is a treatise on the personal joy in social work, showing a large variety of subjects, cognitions, discoveries.

Oral examination is ponderous. The public board of examination is consisting of a deputy of the Minister of Social Affairs, official physicians, the headmistress, the staff of professors of all faculties. Groups of six or eight candidates suffer a cross-fire of questions on hygiene, social psychology, sociology, welfare work, and many other different branches.

There are two days of heavy scrutiny. The students are nourished by the usual small rations, and have not the benefit of tonics or coffee. The results are below those of former times, but the human effect and personal credit is exceedingly better. We know they will be good social workers. Now come the congratulations, the speeches, the certificates, the festival hour of parting. Another year of probation in practical social work and they will have taken the first step into a career on which the future happiness and salvation of hundreds of human beings depend.

"The Big Boob . . ."

ANGELINE L. FARAN

His soiled blue shirt open at the throat, the tall blond young man, who had been announced as David Williams, moved awkwardly into the office at the Family Consultation Service and sat down. Across the desk Miss Bartlett nodded to him in a friendly way. He must be about twenty-six, she thought.

"It's my wife, Mabel," he blurted out. "She's left me. . . . She don't think garbage is social." He spoke earnestly but with effort.

"We've been married two years. First off she didn't mind it. Now she's agin it—garbage, I mean. I like to collect garbage, it's my job. My father did it. My grandfather did it. Why, you might say it's in my blood! Mabel wants I should change—be a salesman or something. . . . I can't do it."

"How was it when you were first married?" asked Miss Bartlett.

"Well, I was in the army then—draft, you know. I got to know Mabel when she had a job waiting table . . . place where us fellows ate when we were off." Picturing the young man in trim army uniform, Miss Bartlett sighed inwardly over the recurring problem of husbands who shed their glamour with their uniforms.

"What did you do in the army?"

"Nothing much. I wanted to collect trash but they wouldn't let me. They gave me tests . . . fact is, I ain't had much education." He looked at her in mild seriousness. "I guess I didn't try very hard when I was a kid . . . wisht I had." He paused. "I can't write, except my name, and I don't read good." Reaching into his pocket, he pulled out a wallet and opened it to show a small photostat of his discharge. He pushed it toward Miss Bartlett who took it and read it seriously. He had been in the infantry for about six months. The reason for discharge, she guessed to herself, was probably a low I.Q.

As she pushed the wallet back toward him, the plastic-covered discharge pocket flipped over, revealing a snapshot of a pretty girl who looked to be about sixteen.

"That's Mabel," he said with some pride. "My wife."

"She's very attractive looking." Miss Bartlett studied the picture.

"I'm crazy about her," he admitted. "I'd do most anything—but I don't want to quit my job. She says it ain't social, but *say,* I collect garbage in The Heights, and who says The Heights ain't social?"

Miss Bartlett nodded gravely. Did he think Mabel would come in and talk with her, too? He thought she would. He hoped so, he wanted her to come back to him. Awkwardly, he thanked Miss Bartlett and departed.

Mabel Williams proved to be young and, at first, a bit haughty. Her short tight black dress was a foil for green cotton gloves, a small green hat and a green plastic handbag. Green toeless shoes with spike heels made her walk a bit unsteadily, but the red polish on toes and fingernails and the vivid lipstick showed that she cared about her appearance. She settled herself in the chair by Miss Bartlett's desk, clutching the slippery bag against her stomach.

"Dave said you wanted to see me," she began contentiously. "I don't know why he came here, anyhow. I'm not going to change my mind. He's so dumb . . ." After a moment's pause, she burst out again, "Don't you try to argue me into going back with him. I got mad and told him good, and I'm not in the habit of changing my mind." She settled down with a little thump into her chair.

"Well at least you did come to see us," Miss Bartlett reminded her, "so you must think there are some good things about him."

"Well, he don't get drunk—and he gives me his pay on Saturday nights," she admitted reluctantly. "But that dumb garbage truck. I told him. I'm leaving him if he don't quit it."

"The Department of Sanitation?" Miss Bartlett made it sound rather important.

"Yeah. The girls kid me about it. Makes me sore. That old truck. It stinks." After another pause, she added, "And that's not everything. There was that ninety-seven dollars while he was in Florida. He kept calling me up long distance while he was in the army. He could just as well have wrote."

His illiteracy then was David's secret.

"Writing is probably hard for him, Mrs. Williams. He must have been pretty crazy about you to spend all that money to talk to you."

She squirmed a little in her chair and grinned. "He's still crazy about me, most of the time. . . . But I get awfully mad at him."

"What exactly makes you mad?"

"It's that old garbage job. One day I was walking along the street behind one of those trucks . . . God, the smell!" She wrinkled up her nose, expressively.

"Tell me about yourself," suggested Miss Bartlett, changing the trend of conversation.

"I was raised in the city," Mabel spoke with satisfaction. "Went to school up to seventh grade, but then I had a chance at a job and being's I was tired of bossy teachers and having to learn things and then take tests . . ."

"Are you working now?"

"Only once in a while—in rush times. Dave and I got a room—only now I've gone back home. And I'm going to stay too, if that dumb cluck doesn't get a better job. I made up my mind."

"Do you think your husband could earn as much if he got a job in a store?"

"Gosh, no. They don't pay the girls enough to buy their clothes. Maybe he'd have to be a floorwalker, or work in the office or something." She sounded vague.

"Remember he can't read and write very well. That would make it hard to get a good many jobs. If he had to take less pay on a different job, I suppose you'd be willing to go back to work full time?"

"Nix—not if I got a husband to support me. I don't mind cooking and cleaning—but I tried waiting table too, and selling in the five and dime. It's fierce."

"Perhaps you're needed to help your

(Continued on page 352)

THE COMMON WELFARE

Public Assistance

The Advisory Council on Social Security, in the third of a series of four reports designed to offer a measured and far-sighted program for revamping our social security laws, outlines proposals for an economical but adequate public assistance program. Appointed by the Senate Finance Committee in July 1947 to study our security program, the council has as its goal the prevention of dependency through the expansion and improvement of social insurance with public assistance in an ultimately residual capacity.

In its first report, issued last April, the council called for broadening of the OASI program to cover nearly all the nation's workers, an increase in benefits which would about double the present level, and liberalization of eligibility. The second report recommended extension of the OASI program to include protection against loss of income arising from permanent and total disability. The third is concerned with lacks in our public assistance program, and the fourth, to be issued soon, will deal with unemployment insurance.

In outlining its recommendations for improving the public assistance program, the council points out that the adoption of its earlier proposals "would, in the long run, greatly reduce the need for public assistance." However, due to the lacks in the present OASI program, "in the immediate future, large numbers of aged persons, children, and disabled persons will be forced to rely on assistance." The council warns further: "Unless the insurance system is expanded and improved . . . there will be continual and nearly irresistible pressure for putting more and more federal funds into the less constructive assistance program."

Recommendations

The council's first recommendation for improving the public assistance program on which millions are forced to depend, is concerned with ADC grants.

Pointing out that many of the 1,250,000 children now receiving ADC grants are suffering from lack of the bare necessities of life, the council proposes raising the federal contribution for this program so as to bring it at least on a par with its contributions to OAA and AB. It also recommends that the needs of adult members of the household who are essential to the well-being of the children be taken into consideration in determining grants.

The council also proposes federal participation in state general assistance programs. It cites a wide disparity in relief payments ranging from an average monthly grant of $67.16 in New York in March, to $10.39 in Mississippi in the same month, and points out further that state agencies tend to put money available for assistance into programs with federal matchings, which results in pinching the relief program. The report proposes that federal contribution be conditional on: the provision of assistance without regard to residence or citizenship; the referral of employable applicants to public employment services; and the use of state-federal rehabilitation services when feasible. Four members of the council favored an alternative plan calling for the expansion of the AB program to include other disabled persons, with other relief functions left to the states.

The third and fourth recommendations deal with federal participation in medical aid for public assistance recipients. The council points out that under present law, which limits federal participation to the money grant paid the recipient, other much needed medical services are often supplied meagerly, if at all. Its recommendation calls for federal participation in payments made directly to agencies and individuals providing medical care, within a maximum.

Concerned with the growing number of chronically ill aged and the inadequacy of private institutions for their care, the council recommends federal matching in grants to or for the care of OAA recipients living in public hospitals other than mental hospitals.

Holding that "in our society, mobility of population is essential" and thus residence and settlement provisions are "socially unjustifiable," the council proposes that "federal funds should not be available for any public assistance program in which the state imposes residence requirements as a condition of eligibility for assistance, except that states should be allowed to impose a one-year residence requirement for OAA."

In its final recommendation, the council calls for appointment of a special commission including specialists in child health and welfare services to study the needs of children. Expressing concern over the vast gaps in our services reported by the Children's Bureau, the council suggests the study of such questions as: What constitute the essential features of an adequate maternal and child health program? Should new or expanded services be supplied by government agencies, by voluntary agencies, or by both acting together?

New York State Conference Meeting

Penetrating analyses of "Public Welfare in Our Society Today" were presented at the New York State Conference on Social Work in Brooklyn, New York, in October.

John J. Corson of *The Washington Post,* citing such postwar newspaper headlines as "Send the Loafers to the Jail-House — not the Poorhouse," which reflect "little respect for the basic worth of those 11,000,000 Americans who are being aided by their government to meet the bare costs of living in 1948," asked the why of the current "wailing and moaning over the necessity of government's granting aid to millions in times of rollicking prosperity."

The answer, he said, is that the public, still "blinded by the traditions of a simple agricultural past," does not realize the extent to which vast social changes have destroyed the sources of security on which Americans relied for generations.

Tracing the evolution of our public welfare system from the penalizing Elizabethan poor laws through the depression days of the 1930's, when the sheer magnitude of the problem dissolved old notions of the worthlessness of people seeking public aid, he asked:

"Where do we go from here?" To go ahead, he suggested, public welfare people must help the public understand why millions must turn to the government even in good times. If we hesitate to take on this interpretive job, Mr. Corson suggested that "we think back to the New York City relief investigations and the lag between services built up and public acceptance of those services."

George F. Davidson, deputy minister of welfare, in Canada's Department of National Health and Welfare, raised some searching questions about our public welfare philosophy.

Comparing the old relief-giving philosophy, which laid the blame for human misfortune at the door of personal weakness, with the present depersonalized approach, Mr. Davidson questioned whether we have not perhaps gone too far. In getting away from the era of the basket of groceries, the means test, and the "fit and proper person," he asked whether we have not depersonalized and impersonalized misfortune to the point where we run the risk of developing a "bloodless, mechanistic concept of public welfare."

Noting a tendency to think of public welfare services as a means of compensating the inevitable casualties of our free enterprise, industrialized society, Mr. Davidson pointed out that this society is the democratic state in which we profess to believe, and there is danger in regarding public welfare services as indicative of the extent to which this system has broken down. Envisaging a further development in our philosophy in which our services may become a "symbol of community responsibility," he pointed out that public welfare can be used to "make our people believe more rather than less in the democracy of which they are a part.

Security and Freedom

Answering the often-raised question whether security offered by public welfare services is compatible with free dom, Mr. Davidson termed it the "gate to a greater measure of freedom than ever before." Similarly, Mr. Corson declared that "communism has no chance against capitalism with an alert, unselfish social conscience." What we need, he declared, is "a frank guarantee of a minimum of well-being for every individual." This should include: the right to earn a living; provision of income when the individual is unable to earn it; and assurance of essential services such as low-cost housing and adequate medical care. He warned however, that such proposals will be resisted because of cost, fears of socialism and of pauperizing the public, and resistance to "innovations" on the part of some welfare workers.

Reducing Dependency in the Aged

A major factor in the dependency of the aged is the policy of industry in consigning "to the scrap heaps of uselessness, men and women who still retain real ability," declared Raymond M. Hilliard, commissioner of welfare in New York City, in a session on "The Community Prepares for Its Citizens Old Age." The number of aged in New York City has increased 57 percent since 1930, he reported. Of the half million over sixty-five in the city, nearly 10 percent are on the OAA rolls. Slightly more than one fourth of these people still have current earnings, he added. If these are retired, OAA rolls will be doubled. He urged that we "wage an educational campaign not to exclude from employment many only in their fifties, or even younger—if industry deems these already 'too old,' how in the world can thousands upon thousands earn enough to preclude reliance first upon home relief and then on OAA, or to be able, at forty-five, to support their parents?"

The Old Age and Survivors Insurance program has not fulfilled its promise of reducing OAA rolls because of the inadequacy of its benefits, he said. "The result is two tax-supported, in whole or in part, assistance programs instead of one self-financed program." Far more adequate to real need are the pension, health and other benefit plans instituted by progressive employers and unions.

We must look to science, he declared, for a reduction in the expense, misery, and death toll of chronic illness, so frequent among the aged. Science already tells us, he added, that 20 percent of chronic invalidism is preventable by known methods and another 20 percent of its victims could be rehabilitated to self-sufficiency.

Mr. Hilliard reported that the city department of welfare has started a new project for the rehabilitation of chronic invalids on welfare rolls "who look like chronic relief cases." By cooperative arrangement, five such cases will be referred each week to the New York University-Bellevue Medical Center for rehabilitation. "While our beginnings will be on a purely experimental basis," said Mr. Hilliard, "it is expected that the numbers will increase greatly. . . . We look most hopefully to this attack on dependency at its source. Otherwise, we are as sure as we can be of anything, that the number of chronic invalids will double and the cost will more than double by 1980."

Dr. Howard A. Rusk, chairman of the department of rehabilitation at the center, explained: "We propose to take 100 cases who have been on relief at least one year with chronic disease and/or physical disabilities, evaluate them, and bring them over to Bellevue for training and vocational analysis. We will then calculate how much it would have cost, figured on expectancy tables, to maintain these individuals on relief the rest of their lives." He added, "This type of socio-medical research is sadly needed because we face the problem of an aging population, a large proportion of which is disabled by chronic disease, and the findings should be significant."

Reconstruction

Fifty young women from twenty-seven countries converged on the Columbia University campus last August 18 for a four weeks International Study Conference on Women and World Reconstruction. Sponsored by the Foreign Division of the National Board, YWCA, and financed through the Round-the-World YWCA Reconstruction Fund, the conference brought together a remarkable group of young women, chosen as representatives by their own national YWCA's. Among the conferees were the editor of the Korean *Women's News,* a practising attorney of Buenos Aires, the director of British YWCA War Services, a Swiss ordained minister, and a promising galaxy of educators and social workers.

Daily seminars were held when visiting lecturers distinguished in political, social, economic, and religious fields analyzed the world scene from their various points of view, with emphasis on the role of women in today's world. These were followed by intensive discussion sessions designed to help develop leadership capacities.

On the day your *Survey* reporter

visited the conference sessions, Dr. Marion Hilliard, Canadian gynecologist and obstetrician, discussed at length the effect of health on the life of women. Questions and comments indicated that common problems of this nationally diverse group arose from the change in women's economic status, so that, as Dr. Hilliard put it, "It used to be that men must work and women must weep—now women must weep and work too!" Another common concern was psychological and physiological adjustment to a world where woman's mathematical chances for marriage are considerably less than in previous generations.

In another informal discussion, there was exchange of information about opportunities for women in education, professional careers, the right to vote and hold office. Most countries extend voting rights to women, though in Burma the law provides that women shall wait until 1955 before exercising the privilege, and in Switzerland, it was reported, "women do not want the vote." A Japanese conferee said that after peace came, 38 women were elected members of the Diet—as compared with Venezuela's 13 women members of Parliament, Panama's 2 members, and United States' 7 female members of Congress. The following year the number was cut in half, partly because women were not well enough educated to "rise to their responsibilities." Now, she reported, women were thronging the universities. The same was true of India, reported another delegate. It was her opinion that the position of women in India was "better than at any time in the last 100 years." Conferees from other countries, notably Pakistan and Egypt, were not so gratified at present circumstances.

"Why are we looking for equality?" asked Madame La Barca of Chile, in closing the discussion. "Is it that we want every woman to vote, to be in Parliament, or to be a lawyer? What we want is an opportunity for women to grow, to fulfill their capacities. There are today many restrictions—for women and for men, too. Human beings haven't yet found the way to peace—and men and women must work toward that end."

In informal conversations with conferees Etta Edwards, YWCA area secretary for Ceylon, told of her program for young girls in a tiny village, settled by men released from prison, and their families. Lilly Villanueva,. Manila youth worker, said she was particularly interested in youth centers, since one was badly needed in her city. Youngsters need much more help since the occupation, she said, because their sense of social values was greatly upset by the "transgressions" necessary to defeat the occupation forces. In China, said Mrs. Beatrice Djeng Cha, general secretary, Nanking YWCA, there is a great emphasis on the need for trained social workers. "We now know," she said, "that alleviation of distress is not the real job. It is the prevention of distress that will really solve the problem. Rehabilitation and prevention demand trained minds, and that is what we want to work for."

Planned Parenthood Meeting

"Thousands of needless deaths of mothers and infants are due each year to conception on the part of mothers whose physical or mental or economic status is such that childbearing is medically hazardous," C.-E. A. Winslow, professor emeritus of public health, Yale University, told the annual meeting of the Planned Parenthood Federation of America in New York in October. Further, he declared in his address on "The Significance of Planning," broadcast over the NBC network, "The stability of the household and the stability of society are as vitally affected by planning the family as is the health of the individual mother and child. Vast problems of population pressures in relation to available resources make this a problem of vital importance in connection with the . . . upbuilding of a stable order in the One World in which we live."

That widespread gains toward "making planned parenthood a reality for the American family" have been achieved in many parts of the country was reported at the meeting. There are now 557 health centers in the nation which teach child-spacing. Sixty-two of these are in hospitals, and 242 are sponsored by state health departments. Planned parenthood services are now integrated into state health programs in Mississippi, North and South Carolina, Alabama, Florida, Virginia.

Medical contraceptive care is now legal in forty-six states. However, the practice of birth control is forbidden by law in Connecticut, while in Massachusetts, physicians may not give contraceptive advice.

"Reproductive Wastage"

An "alarming" rise in the loss of human life through "reproductive wastage" — stillbirths, miscarriages, abortions, and infant mortality in the first month of life—was reported by D. Kenneth Rose, national director of the federation. The death toll from these causes, if taken together, is higher than that for heart disease. Mr. Rose cited a recent report by Dr. H. C. Taylor, chairman of the National Research Council's committee on human reproduction, indicating that this wastage has risen sharply in recent years and is still rising.

The federation is cooperating with the council and the National Committee on Maternal Health in a study designed to find the causes of this waste and develop a comprehensive program to combat it. (See THE SURVEY, January 1948, page 22.) The survey will deal with such aspects of the problem as poverty, home adjustments, social disturbances, psychiatry, and internal medicine.

Mississippi Program

The importance of planned parenthood as a public health measure has been nowhere better demonstrated than in Mississippi, said Professor Winslow. Here the State Department of Health has integrated planned parenthood services into the work of its general clinics for maternal and child guidance, in close relation to its programs for the control of tuberculosis, cancer, venereal disease, and mental illness. The tuberculous mother is helped to avoid conception during her illness. The routine examinations of the contraception program serve also as a check against possible uterine cancer. Emotionally ill mothers may be shown how to avoid further disastrous childbirth. A small fee is charged for the service if the mother is able to pay.

Professor Winslow quoted from a recent summary of the program by Dr. Felix J. Underwood, executive head of the department, who explains that "the goal of the public health workers, numbering almost 1,000, of the specially trained health educators, and the ever-present, important midwives, is to work patiently to break down prejudice, to win confidence of mothers, to assure them that planned families are

happier and healthier families." Thirty percent of the mothers who come to the county health centers now seek planned parenthood after the birth of a child.

In Dr. Underwood's opinion, a public health program which today attempts to face the growing problems of maternity and infant care, tuberculosis control, cancer control, mental hygiene, and venereal disease without the vital aid and assistance it needs from planned parenthood, "is merely handicapping itself."

World Planning

Plans for the creation of an interim world family planning organization were laid at the International Congress on Population and World Resources in Relation to the Family, held at Cheltenham, England, in August, reported Frank Lorimer, professor of sociology, The American University, Washington, D. C. This congress brought together representatives from the fields of scientific social inquiry, biological and medical research, and planned parenthood from over twenty nations, to consider the problems raised by rapid population increases in a world of limited resources. Findings will be reported in a forthcoming issue of *Human Fertility,* published by the federation.

In the opinion of the congress, one of the essential requirements for real progress toward rising levels of living is the advancement of the rational control of human reproduction in areas where fertility is now excessive and uncontrolled.

Responsibility for developing the new international organization for family planning will rest with representatives of national organizations in this field in Great Britain, The Netherlands, Sweden, and the United States.

In Print

"Planning Your Family" by Herbert Yahraes, Public Affairs Pamphlet No. 136, is an excellent statement of the scope and purposes of the planned parenthood movement, the social need for it, and the extent of its support. Twenty cents from the Public Affairs Committee, Inc., 22 East 38 Street, New York 16.

Study Launched

At an October meeting, The National Council on Social Work Education launched its long anticipated survey of social work education in the United States. Plans were developed by Ernest V. Hollis, director of the study, and the council's study committee, in consultation with schools of social work and leaders in the field. The Carnegie Corporation of New York has authorized a grant of $31,000 to help finance the project, and interested agencies are expected to contribute an additional $19,000.

Mr. Hollis, who is on leave of absence from his post as chief of college administration, division of higher education, U. S. Office of Education, explained in an interview after the meeting: "The primary purpose of the study is to develop a well-grounded body of principles which is sufficiently inclusive to enable social work educators to reexamine and extend programs of study and development along lines which promise to supply the quantity and quality of social workers that are likely to be needed in the United States and Canada." The study is expected to provide a "comprehensive framework—not a blueprint—within which accrediting bodies, schools of social work, membership associations, and social work agencies can achieve a working agreement on what constitutes acceptable programs of social work education for the immediate present and for the next three decades."

A major part of the study will be devoted to a critical study of selected programs of social work education. Other aspects of the work will include: clarification of the differences and interrelationships between the various social work jobs—administrative, professional, technical, and clerical; parallel studies in selected public and private social work agencies; consideration of the possibility of establishing social work training on the undergraduate level to cut down the expense of training and enable more students to enter the field.

The need for the study was highlighted in a report on the current shortage of trained social work personnel by Sue Spencer, executive secretary of the American Association of Schools of Social Work. Of the 150,000 people filling social work positions in the nation today, she reported, only about 35,000 have had one year of training; only 15,000 have had two.

Assistant director of the study is Alice L. Taylor, who is on leave of absence from the Bureau of Public Assistance. A national advisory committee appointed to assist with the study includes: Arthur J. Altmeyer, Lyman Bryson, Lester B. Granger, Dr. William C. Menninger, Agnes E. Meyer, Charles P. Taft, Mrs. Victor Shaw, Frank Weil, and Donald R. Young.

Mailbag Roundup

The establishment of public adoption services is recommended in "A Study of the Adoption Program in the Richmond Area in 1947," which reports the findings of a survey conducted in that year by Edith L. Lauer, under the sponsorship of the Richmond Area Community Council and the State Department of Public Welfare.

Recognizing that private agencies in the area are unable to meet the volume of need adequately, the report recommends a division of responsibility for adoption and child placement between public and private agencies. The report states that children who are abandoned, those for whom no private agency service is available, or whose parents choose the public agency service, are entitled to receive care from the local public child care agency. Private agencies, it holds, should take responsibility for placing children whose parents are able to make use of agency services in planning adoption or whose need is for short term care. Other recommendations included maintenance of adequate and uniform board rates throughout the area and the provision of funds for the care of nonresident children in certain cases.

Some thirty-five interviews conducted with lawyers, doctors, businessmen, and others, in the course of the study, revealed widespread misunderstanding of agencies' limitations and services. The report, therefore, recommends appointment of a continuing committee to interpret agency services and stimulate implementation of the report findings.—*Material furnished by* SURVEY *correspondent Constance S. Gamble, Virginia Department of Public Welfare.*

From Pennsylvania

An $82,000,000 mental health program is under way in Pennsylvania. Building plans call for increasing the capacity of state mental institutions by 6,456 beds and the replacement or rehabilitation of space housing 2,616 beds. Admission buildings will be established at several institutions, making possible a marked advance in scientific treatment.

As of last May 31, 4 percent of the projects were completed; 28 percent under construction contracts; and 59 percent in the hands of architects and engineers.—*From* SURVEY *correspondent Dr. Emlyn Jones, Pennsylvania Department of Welfare.*

From Michigan

Poor eyesight handicaps one out of every five Michigan children, the Michigan Department of Health learned in a study conducted in cooperation with the State Department of Public Instruction during the past year. Of 33,585 children tested, 3,864 had some sight defect, and an additional 2,748 were under treatment or had undergone treatment, for eye conditions. Classroom adjustments were recommended for 1,011 children.

In its program to improve the vision of school children, the department has employed a vision consultant, broadened its vision conservation program, and enlisted the aid of all interested clubs and agencies. The department has made available to these groups lists of educational materials and films dealing with vision, as well as the services of the consultant.

Lapeer County in this state has voted to establish a county health department. Seventy-two of Michigan's eighty-three counties and 94 percent of its people are now served by local departments.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

From New Jersey

One hundred candidates for appointment as psychiatric technician, began on-the-job training at four New Jersey state mental institutions on October 1. The course is the fourth in a series given semiyearly. Candidates who pass this work are eligible to take a civil service examination for appointment as psychiatric technician. The salary range for this job is $2,160-$2,760 a year.

During the training period, candidates receive $100 a month plus full maintenance, with additional benefits for veterans. The course has been approved by the Veterans Administration, the State Civil Service Commission, and the State Department of Education. Recruitment for training is handled by the personnel division of the State Department of Institutions and Agencies—*From* SURVEY *correspondent Donald S. Benson, New Jersey State Department of Institutions and Agencies.*

Children

Minnesota's progressive adoptive program which emphasizes direct permanent placement of all children who need it, including the handicapped child, is showing results, according to the September issue of *Minnesota Welfare,* published by the State Division of Social Welfare. Under the new program which is based on recommendations of a committee representative of public and private children's agencies called together by the state director of social welfare in July 1946, adoption petitions filed for children placed by the division have jumped 2½ times those of two years ago, while the number filed for children placed by private agencies has almost doubled. During the fiscal years 1947-48, the division together with private agencies placed 45 percent of all children for whom petitions were filed, as compared with 37 percent in 1945-46.

The first objective of the program is the placement of the child as far as possible "directly from where he is found when he comes under care, into his final setting," according to an explanatory article in the February-March issue of *Minnesota Welfare.* This direct placement gives the child "the advantage of maximum security," and avoids the expense of foster care and the adverse publicity sometimes attendant on the severance of foster home ties.

That some of our best adoption agencies are experimenting with selective placement of babies directly from the hospital to the permanent home, was reported by Dorothy Hutchinson, associate professor of social work, New York School of Social Work, in a talk to an institute on adoptions held in St. Paul in July under the sponsorship of the division. "In these cases, examination and study of the child are *not given up* but are conducted in the adoptive home with the prearranged knowledge, consent, and understanding of the adoptive parents themselves."

A second major objective is the placement of handicapped children. According to the article: "Any handicapped child is suitable for adoption if he is not mentally deficient, so physically crippled or diseased as to be repulsive to the community or dangerous to other children. . . . The test should be whether the right foster parents can be found, parents with the capacity to know and understand the weaknesses and the capacity to meet the special needs arising from handicaps."

The third objective is the simplification of adoptive rules and procedures to facilitate final placement. The division and private agencies have jointly worked out standards and procedures for licensing of private child-placing agencies. Adoption recommendations from these licensed agencies are now being accepted routinely by the division and passed on to the court, without the former case-by-case review.

"Oh Say Can You See?"

More than 4,500,000 American school children do not see very well, the National Society for the Prevention of Blindness found after a national test survey started September 14, the anniversary of the day Francis Scott Key wrote the words of our national anthem.

On the basis of reports from school administrators all over the nation, the society recommends: continuing medical and public health nursing supervision in the schools for the discovery of eye defects and referral for care; a program of periodic vision testing; non-glare lighting of classrooms; the coloring of walls, ceilings, floors, desk surfaces, chalk boards to avoid harmful contrasts causing eye fatigue; designing of desks and chairs to allow children to read with body, head, and eyes in the correct position; planning of maps, textbooks, and all printed material with a view to legibility; expansion of sight-saving classes which provide special tools for the child with subnormal vision. At present 600 schools thoughout the nation have set up sight-saving classes.

Youth Guidance Center

In San Francisco, ground was broken in October for a youth guidance center designed to provide the best in diagnostic and treatment services for dependent, neglected, abandoned, and delinquent boys and girls,

(Continued on page 352)

BOOK REVIEWS

THE ADMINISTRATION OF GROUP WORK, by Louis H. Blumenthal. Association Press. $3.50.

HERE IS A VALUABLE ADDITION TO the literature of social work practice. It is a comprehensive treatment of modern thinking on democratic administration, relating the principles underlying the process of administration, the techniques of democracy, and the dynamics of individual and group behavior.

The central idea around which the material is built is that democracy in administration is possible only if management is efficient, and that management, to be effective, must take human nature into account. Thus Mr. Blumenthal relates administration, the democratic idea, and the educational techniques needed for its implementation. This thesis is supported by historical data describing the origins of democratic administration and by accounts of recent studies and developments in the fields of business, industry, education, and social work.

Mr. Blumenthal first analyzes the basic elements of administration — planning, organizing, staffing, directing, coordinating, reporting, and budgeting — and emphasizes throughout that these are accomplished by means of relationships among people. Next, he scrutinizes the principles of democracy and makes the point that to implement them the worker must be respected as a person. Provision should be made for his participation in management and integration achieved out of the diversity of worker interest. The author then goes on to examine the educational techniques needed to implement democracy in administration and concludes that the administrator must be a technician in human relationship with skills in group leadership, teaching, group discussion, problem solving, and educational supervision.

The blending of these very basic concepts is the chief contribution of this book. However, it is rich in many practical ideas and methods of work, and the subject matter is ably handled and interestingly written.

This analysis of democratic administration is made in the setting of a groupwork agency, and the various groups and elements making up such an agency are examined in an effort to understand the interaction between the process and the groups. The material is, therefore, particularly useful for administrators of groupwork agencies, but is valuable also to administrators of all types of social welfare agencies.

LILIAN SHARPLEY
Executive Director, Bronx Branch YWCA, New York City

AN INTRODUCTION TO THE HISTORY OF SOCIOLOGY, edited by Harry Elmer Barnes. University of Chicago Press. $10.

THE EDITOR PRESENTS THIS WEIGHTY collaborative volume as "a comprehensive summary and critical appraisal of the growth of sociological thought from ancient Near East to our own day, with the main emphasis on the systematic sociologists from Compte to Sorokin."

The organization of the book constitutes one of its distinctive features. Most of the existing volumes on sociological theory are organized around "schools" of thought and areas of interest. There was a place for a volume which has sought to set forth the *systems* of the outstanding contributors to the development of sociology. The time was opportune for such an undertaking because, as the editor notes in the preface, the "era of systematic sociology has come approximately to an end." In the immediate future the system building of the pioneers is likely to be superseded by more specialized theories covering more limited ranges of data. The integration and consolidation of these specialized theories may produce "systems" but they are likely to be quite different in scope and method from the earlier ones.

The book will be of greatest value to a student of sociology or any general reader who wants a fairly extended summary of the system of thought of some particular man. As to the more analytical tasks—anchoring the system in its social setting and relating it to the stream of antecedent thought—the book is uneven. All in all, the editor, perhaps, claims too much for the book when he says in the preface "it is also made clear how these systems of social thought usually grew out of the condition and problems of the time."

It is inevitable in a work of this scope that some difference of opinion should arise as to the selection of authors to be covered. This reviewer and American readers in general are likely to be especially sensitive about the selection of American sociologists. Both the Introductory Note and the whole part on American Sociology contain some puzzling classifications, inclusions, and omissions of authors. Why, for example, is Robert M. MacIver, one of today's most distinguished systematic sociologists, listed among "social economists" and those chiefly interested in social work? Why is not Willard M. Waller listed among the psychological sociologists?

Despite these limitations this volume will take its place among the most comprehensive and valuable summaries of sociological thought.

MIRRA KOMAROVSKY
Associate Professor of Sociology Barnard College

DECADE OF GROUP WORK, edited by Charles E. Hendry. Association Press. Sponsored by the American Association of Group Workers. $2.50.

TEN YEARS IN THE LIFE AND GROWTH of a new concept or trend is a comparatively brief period. It is nevertheless a long enough span of time in which to look for indications of clarification, intensification, and development.

It was for this reason that "A Decade of Group Work" was issued coincidentally with the tenth anniversary celebration of the American Association for the Study of Group Work (now the American Association of Group Workers) and is an important book for our times.

In the introduction to the book, Charles E. Hendry, the editor, quite properly points to the experimentation and achievements in the use of the groupwork method as paralleling the period of man's search for new ways to achieve fulfillment and survival in a confusing period of depression, war, and a postwar world of "inescapable

and impelling interdependence."

Starting with a brief history of the establishment of the Association to Study Group Work, there follow some very interesting descriptions of more than a dozen settings in which groupwork is carried on. Some of the experiences cited, however, reflect a movement toward working with people in groups rather than the use of the groupwork method. Only here and there does one find an attempt to define groupwork as a unique method of working with people in which process and professionally trained leadership play a significant role. What emerges, too, is the unresolved distinction between what some of the authors call groupwork and what is clearly conceived by others as social groupwork, placing the orientation for goals and leadership in social work terms.

Of special interest are the reports on groupwork in the war years. One wishes more could have been said about methodology in short contact experiences in USO clubs and new learnings in the area of work with young adults. It would have been significant also to have expanded on the rich experience of work with volunteers during this period.

In the chapter on community planning for groupwork one gets not only an evaluation of how far forward groupwork has moved but also some indications for the direction which next steps should take. Similarly the chapters dealing with groupwork and therapy, socio-psychological research and groupwork as well as one entitled "Looking Toward the Next Ten Years in Group Work" present challenges to practitioners in all the settings described in this volume, and to the American Association of Group Workers. Of equal significance in terms of facing the future are the chapters on recording in groupwork, a review of the professional literature from 1936-46, a discussion of major trends and developments in professional aspects of groupwork, and the final chapter outlining current gaps and needed advances.

The world situation today calls for increasing application of the groupwork method in an even greater variety of settings. We are reminded in the chapter, "Problems of Rural People," that "the elements of world peace are bound up in the basic issues facing us in our daily lives." It is to be hoped that in the next decade much progress will be made in professional education, research, experimentation, and analysis of practice so that more of us will be fortified in the handling of our daily lives and our responsibilities as members of an interdependent world.

MIRIAM R. EPHRAIM
National Jewish Welfare Board

LAWLESS YOUTH, by Margery Fry, M. Grünhut, Hermann Mannheim, Wanda Grabinska, C. D. Rackham. Macmillan. $4.

WHILE THEIR "LAWLESS" PARENTS were waging the most fierce war in history, the children of the world were experiencing starvation, homelessness, disease, torture, and death. This was nothing new—children have always been the victims of the fury of their elders, and it is not until the fury has subsided that any thought is given to restoring to them some of the advantages which are supposed to be theirs in times of peace.

This last must have been a different kind of a war, for while the blitz was at its worst, eighteen experts from twelve European countries met in London under the aegis of the Howard League to discuss improvement of the methods for preventing and treating delinquency among children and adolescents.

"Lawless Youth" is the product of their deliberations. The five main chapters of the book are concerned with the superiority of treatment to punishment; the juvenile court, its competence, procedure and treatment methods; community services and after-care; and an anonymous statement on crime prevention.

In reverse order to its importance, the appendix contains a detailed description of the laws and practices relating to delinquent and neglected children in Belgium, Czechoslovakia, England, France, Germany, Greece, Holland, Norway, Poland, and Switzerland. For those interested in the details of European attitudes toward children in trouble, and the means employed for their care, this part of the book makes for rewarding reading.

It is regrettable that this group of experts, coming together on the basis of their common interest and knowledge at a time when the lights of decency were flickering very low, did not feel impelled to strike out with a more bold approach than is here reported. This book gives a recapitulation of what is accepted as standard operating procedure in most advanced countries. This reviewer would have liked to see a plea for the abolition of all vestiges of the criminal court from the procedures applied to children, and a modified juvenile court process applied to adolescents under 21. The adolescent is here described as contributing a disproportionate share of the serious offenses committed by all offenders, yet nothing strikingly new is brought forward for the handling of the problem.

The emphasis of this book is almost entirely on "Western civilization," as though no other parts of the world had any contribution to make. The "lawlessness" of adults is not limited to any continent; the resultant problems among the young are similarly worldwide. South Africa, the Soviet Union, Latin America, have much to teach with regard to the treatment of children in trouble. A wider focus than is here contained is needed for a program in behalf of children which would be universal in scope.

One final word: the title of the book is, in this reviewer's opinion, misleading and even unfair—granted that it

Civil Rights

In current distribution by the Woman's Division of Christian Service, Methodist Church, is a "civil rights package" containing "Here's the Way to Secure These Rights," a 65-page brochure by Hanna F. Desser and Ethel C. Phillips, and "The Bible and Human Rights," by Kathleen W. MacArthur. The former is a practical, informative handbook for individuals or groups interested in community action on civil rights; the latter, a full and challenging treatment of the rift between "principles and practices." With a study guide, from The Methodist Church Literature Headquarters, 420 Plum Street, Cincinnati 2, Ohio, 90 cents. Available separately (without study guide) for 25 cents and 60 cents respectively.

"Danger in Discord," by Oscar and Mary Handlin, traces historical origins of anti-Semitism in the United States, uncovering the factors which explain why this phenomenon struck roots in liberty-loving soil. A "Freedom Pamphlet," published by Anti-Defamation League of B'nai B'rith, 212 Fifth Avenue, New York 10. Twenty-five cents per copy.

becomes harder with the publication of each new book in the field to dub the latest with an original and arresting title. Nevertheless, the title of this book seems to throw the title of this condition on the child victims themselves instead of emphasizing, as the contents of the book reveal, that adults are resolved to do something for the amelioration of the conditions of children in these parlous times.

BENEDICT S. ALPER
Lake Success, New York

THE PROTESTANT CHURCH AND THE NEGRO, by Frank S. Loescher. Foreword by Bishop William Scarlett. Association Press. $3.

ONE IMPRESSION LIKELY TO BE MADE upon those who read this little book is indicated in the opening words of Bishop Scarlett's foreword: "This book will be unpleasant reading for those who love the Church." And I take it that Bishop Scarlett means those who have not abandoned the ancient Christian aspiration toward a universal human fellowship in which there is " . . . neither Greek nor Jew, Barbarian, Scythian, bond nor free. . . . " That in the modern world Protestant (not to exempt Catholic) Christians have been much to blame that this ancient hope has remained largely a pathetic hope, Mr. Loescher has sought to indicate in his book. This is not, of course, a startling discovery. What is significant about this book is the forthrightness and fairness with which the job is done.

The scope of Mr. Loescher's examination of church policies and practices with respect to the Negro is limited to fifteen liberal Protestant denominations represented in the Federal Council of Churches of Christ in America, together with two Protestant branches not so represented, namely, the Southern Baptist Convention and the Friends General Conference. The broad cultural commitments under which Protestantism emerged and which Protestantism did not for the most part repudiate, particularly the European exploitation of non-white peoples, are indicated as setting the stage for the dilemmas with which Protestant churches have been and are now faced with respect to the Negro.

The details which support the author's thesis have been culled from statements of church policies and practices, from books and religious periodicals, from interviews with denominational officers, and from observations on the field. These details cover the policies and practices not merely of denominational organizations but also of selected local churches and of educational institutions operating under church auspices.

Mr. Loescher's treatment of his problem is careful and judicious. That a considerable job of research still remains to be done he is very ready to admit. Adequate recognition is given to the pronouncements and policies of church bodies in their support of integration and to the practices of certain groups in this same direction. But words are not wasted in pointing out the awful disparagement in most instances between pronouncement and practice, particularly in the operation of skillfully arranged demonminational machinery and at the level of the *apparently* autonomous local church. While the author notes many favorable changes in the race relations climate and finds an increased participation of church people in the interracial movement, he finds Protestantism as a whole " . . . still actually contributing to the segregation of Negro Americans. . . . " WILLIAM A. BANNER
School of Religion
Howard University
Washington, D. C.

MARRIAGE COUNSELING PRACTICE, by John F. Cuber, Ph.D. Appleton-Century-Crofts. $2.25.

THIS MUCH NEEDED HANDBOOK takes effective steps toward its triple goal of helping the general reader to see some of the differences between reliably based, and scatterbrained or dishonest marriage counseling; orienting the person who seeks counsel, so that he may have background for doing his part in the consultation and its aftermath; and talking over with the marriage counselor the materials and points of view available in the professional literature, as seen in the light of the author's ten years of clinical experience.

John F. Cuber, who is professor of sociology at Ohio State University, speaks with friendly but critical balance of the contributions of such divergent schools of thought as psychoanalysis, behaviorism, and nondirectiveness. From each he takes what he finds useful, and indicates some of the ways in which other well trained counselors may work out their own combinations of insight and technique, in keeping with their personal capacities and interests.

In addition to emphasizing the importance of the marriage counselor's judgments being grounded in wide study in the sciences of human behavior, from psychology, sociology, and anthropology to biology and others, Mr. Cuber repeatedly warns the counselor to keep increasing his knowledge of accepted psychiatric thought, in part that he may learn to keep well within the bounds of nonpsychiatric consultation, lest he do far more harm than good.

Some of the common errors of amateur or beginning counselors are described, such as the acceptance of labels as an end in themselves, undue reliance on psychometric devices, and failure to allow the patient time to make his own progress at his own rate. Among the demands of clients which the counselor should not meet are these: that he issue directives, fix blame, or take sides.

The patient may see the functions of the counselor as listening, giving information, helping him to make important decisions, interpreting and helping him to understand or accept frustrating occurrences and, to some extent, helping him to modify his overt behavior. The author spends a chapter on each of these functions, giving useful techniques, a few typical problems, and some of the applicable insights from the behavior sciences.

Levels of diagnosis and of therapy are presented in enough detail to make conscientious practitioners want to learn to stay within the limits of their proper field. Generous quotations from a few well chosen authors give incentive for further study.

The values of moderate rationalization are pointed out, in some of the cases in which the client is faced with an unchangeable outside factor in his situation, such as the death or infidelity of somebody near to him, or socially based conditions over which the client has no control. Glib talk about "being objective" is scored, on account of the lack of true objective data in marital relationships.

With the same light but sure touch that enables him to treat constructively so many facts of the marriage counseling process in so brief a space, Mr. Cuber outlines current thinking and needs in regard to the training of marriage counselors, extension of research, education, and professional organization in this area.

GLADYS HOAGLAND GROVES
Director, Marriage and Family Council, Inc., Chapel Hill, N. C.

The National Health Council has named *Dr. Thomas D. Dublin* as executive director. Dr. Dublin, who has been an active participant in the work of voluntary health agencies, was most recently professor of preventive medicine and community health at Long Island College of Medicine.

The Federal Security Agency has appointed *Ed McDonald* as regional director of Region V with headquarters in Chicago. Mr. McDonald has been serving with the Social Security Administration in Kansas City, Mo.

Dr. Harold S. Magee has been named medical director and chief executive officer of the State Hospital at Trenton, N. J., succeeding *Dr. James B. Spradley,* who has resigned. Dr. Magee was previously assistant medical director.

The National Travelers Aid Association has named *Conrad Van Hyning* as general director, succeeding *Bertha McCall* who has been released from administrative duties to write a history of the travelers aid movement. Mr. Van Hyning has been serving as assistant executive director of the Welfare Council of New York City, and was previously with UNRRA.

Two staff members of the Bureau of Public Assistance, Minneapolis office of the Social Security Administration, have resigned to accept teaching positions. *Walter B. Johnson,* formerly assistant regional representative, has been appointed associate professor of social work at the University of Indiana. *William E. Gordon,* who has been serving as regional research consultant for the bureau, will be a professor at the Nashville School of Social Work.

The Colorado Department of Public Welfare has announced three new appointments. *Gertrude M. Loos* has been named medical social consultant in the division of tuberculosis hospitalization. Miss Loos has had a number of years' experience as a medical social worker with the American Red Cross. *Juanita V. Perkins,* who has served as child welfare consultant in the department, has been named supervisor of consultants in the child welfare division. *Adele Von Lubken,* formerly child welfare consultant with the Oregon State Department of Public Welfare, has been appointed supervisor of field work in the child welfare division.

Leah K. Dickinson has resigned as field representative for the Pennsylvania Department of Public Assistance to serve with the International Refugee Organization in Italy.

New director of the Wyoming State Department of Public Health is *Dr. Franklin D. Yoder.* Formerly in private practice in Cheyenne, Dr. Yoder recently completed a year's postgraduate work in public health at the University of California.

Peter Auerbach has been named associate director of the Community Chest of Evansville and Vanderburgh County and the Evansville Council of Social Agencies. Mr. Auerbach was previously labor relations secretary of the Columbus, Ohio, chest and council.

Julia O. King has resigned as director of home service of the Cambridge Red Cross to become executive secretary of the Family Society of Cambridge.

The Alaska Department of Health has named *Lynde Fales* as health education technician. She served previously in the visual aids section of the U. S. Office of Education.

Dr. Thomas Parran, formerly Surgeon General, U. S. Public Health Service, will head the new graduate school of public health at the University of Pittsburgh.

The Public Charities Association of Pennsylvania has named *A. David Bouterse* as executive director, succeeding *Hugh R. Jackson* who has resigned to become executive vice-president of the Better Business Bureau of New York City. Mr. Bouterse has been serving as executive director of the Ohio Welfare Council at Columbus.

Elise de la Fontaine has been named executive secretary of Family Service in Pasadena, California. She was previously a district secretary with the Community Service Society of New York.

In Canada, *Dr. F. W. Jackson* has been appointed director of health insurance studies in the Department of National Health and Welfare. He has been deputy minister of health and public welfare for Manitoba, during the last seventeen years.

Kenneth Abell, formerly director of recreation in Sunbury, Pa., has been named recreation consultant to the State Planning Board in that state.

Laura Waggoner has been appointed executive secretary of the Council of Social Agencies of Eastern Union County in Elizabeth, N. J. Her experience includes service with the New Mexico Department of Public Welfare and the Community Welfare Council of San Antonio, Texas.

The Children's Agency of Oakland, Calif., has named *Beatrice Rice Palmer* as director.

The U. S. Public Health Service has named *Dr. Robert J. Anderson* as medical director and chief of its tuberculosis control division. Dr. Anderson, formerly assistant chief of the division, succeeds *Dr. Francis J. Weber,* who has resigned to do postgraduate work at Johns Hopkins University.

Richard C. Hicks, has been appointed acting executive secretary of the Greater Lansing Community Chest and Ingham County Council of Social Agencies. He was previously assistant executive secretary.

New York University announces the appointment of *Amy Erickson* as director of the public health nursing programs. She will have the academic rank of assistant professor of education.

Ralph Ormsby has been appointed executive director of the Family Society of Philadelphia, replacing Betsey Libbey who has retired. Mr. Ormsby served previously as executive secretary of the Family Service Society of St. Louis County, Clayton, Mo.

New superintendent of the Infant Welfare Society of Chicago is *Elizabeth H. McCreary.*

John W. Carey has been appointed executive secretary of the Community Welfare Council and Community Chest of Santa Monica, Calif. Mr. Carey has served with chests and councils in San Francisco, Syracuse, and Hartford.

The Michigan Department of Health has named *Dr. Fanny H. Kenyon* as associate director of the bureau

of maternal and child health.

Phyllis Ring, R.N., public health nurse, has joined the staff of the Alaska Department of Health at Juneau. She was formerly with the Minneapolis Community Health Service.

New state commissioner of health in Michigan is *Dr. Albert E. Heustis.* He was previously director of the health department and Community Health Center, Branch County, Mich.

The Veterans Administration has appointed *Helen Stamm Sasko* to its social service division. Mrs. Sasko, who has been serving as case supervisor in the mental hygiene clinic at the Veterans Administration Regional Office in Cincinnati, will be responsible for helping to improve the quality of social service for veterans in VA's mental hygiene clinics and neuropsychiatric hospitals.

New executive secretary of the Middletown (Conn.) Community Chest and Council of Social Agencies is *Kenneth M. Storandt.* His previous experience includes teaching at the New York School of Social Work and serving as assistant executive of the Greater St. Paul (Minn.) Chest and Council.

Richard J. Parvis has been appointed executive director of Wells Memorial House Group Projects in Minneapolis. He served previously with the West-Side Neighborhood Council and Mattie Rhodes Neighborhood Center of Kansas City, Mo.

The Pennsylvania Department of Welfare has announced three new appointments. *Dr. Louis J. Kowalski,* formerly on the staff of the Philadelphia Mental Hospital, has been named assistant director of mental health in the department. *Ira J. Mills,* who has been serving as educational director of the Eastern Penitentiary in Philadelphia, has been appointed director of community work, and *George H. Black,* formerly an attache to the bureau of community work, is now assistant director.

The National Multiple Sclerosis Society, founded two years ago, has named *Dr. Cornelius H. Traeger* as medical director.

Charles W. Leonard has been appointed superintendent of the Illinois State Training School for Boys at St. Charles. He succeeds *Col. J. Clifford Hodgin* who has resigned to return to the Illinois Bell Telephone Company where he served earlier. Mr. Leonard has been director of the social service department of the Catholic Youth Organization in Chicago since 1943, and has also served with the Cook County Juvenile Court.

The Veterans Administration has appointed *Rosamunt Tatro* as chief of the social service division, branch office No. 1, which has its headquarters in Boston. Miss Tatro, who was the first full time medical social worker appointed by the state of North Carolina, succeeds *Morton I. Teicher,* who has resigned to teach at the University of Toronto.

Resigned

Aake Ording, of Norway, has resigned as director of the United Nations Appeal for Children in order to make an eleventh hour attempt to revive the campaign which has been very successful in some nations but has bogged down in others, notably in the United States. In submitting his resignation, according to *The New York Times,* Mr. Ording declared that he wished to be free to fight the decision of the UN Economic and Social Council to end the campaign December 31.

Manfred Simon, French economist, who has been serving as special adviser to Mr. Ording, has been designated acting director.

Honors

To *Dr. Selman A. Waksman* of Rutgers University and the New Jersey Agricultural Experiment Station, and *Dr. Rene J. Dubos* of the Rockefeller Institute for Medical Research, New York City, jointly, for "studies of the antibiotic properties of soil micro-organisms," and, in Dr. Waksman's case also for the discovery of streptomycin, and *Dr. Vincent du Vigneaud* of Cornell University Medical College, New York City, "for studies of transmethylation and contributions to the chemistry of biotin and penicillin," the third annual Lasker Awards of the American Public Health Association for outstanding scientific research and study—$1,000 each and a gold replica of The Winged Victory of Samothrace; to *Dr. Martha M. Eliot,* associate chief, U. S. Children's Bureau, "for organization and operation of the Emergency Maternity and Infant Care Program," and to *Dr. R. E. Dyer,* director, National Institutes of Health, "for organization and administration of the Research Grants Division of the National Institute of Health of the U. S. Public Health Service," similar awards for outstanding administrative achievement; to the department of medicine and surgery, Veterans Administration, and especially *Dr. Paul R. Hawley,* its former chief medical director, and *Dr. Paul B. Magnuson,* chief medical director, "in recognition of the efficient program developed by them to provide modern medical care for the millions of veterans who helped in the defense of America during World War II," the Lasker Group Award, a silver statuette of The Winged Victory of Samothrace.

To *Dr. Thomas Parran,* for his contributions, while Surgeon General of the U. S. Public Health Service, in implementing civilian health and aiding in the development of the army's preventive medicine program during World War II, the Distinguished Service Medal. . . . Jointly to *W. I. Braithwaite,* a corrective therapist, and *Franklin J. Weller,* an instructor in manual arts therapy service, at the Newton D. Baker Veterans Administration Center in Martinsburg, W. Va., for development of a new type of walker for crippled patients, VA's top award of $1,000 for an invention that will help in its hospital work.

Died

Dr. Alice Salomon, pioneer German sociologist, died in New York City in August at the age of seventy-six. Expelled from her native land by the Nazi regime in 1937, Dr. Salomon had earlier received high honors, including a silver medal from the Prussian State Cabinet in 1932, for her pioneer work in public health, social work and for her studies of women and children in industry.

In 1899 she established in Germany the first annual course for professional social workers, which later developed into the first German School for Social Work. She organized and served as president of the International Committee of Schools for Social Work. One of the founders of the International Council of Women, she published several textbooks on economics, civics and social work problems.

Lydia Banning Holmes, long a leader in settlement work, died in New York City in September at the age of fifty-four. Appointed head worker at Stuyvesant Neighborhood House in 1926, Mrs. Holmes was an early disciple of Lillian Wald and Jane Addams. She started her career as a volunteer at Henry Street Settlement in 1917.

RATES

Classified Advertising

Display . . . . . 35c per line
Non-display . . . . . 8c per word
Minimum Charge . $1.50 per insertion
Discounts . . 10% on six insertions

CASH WITH ORDER

Survey Midmonthly
112 East 19 Street New York 3

SITUATIONS WANTED

DIRECTOR of mid-West boysfarm seeking new and challenging position. Outstanding success as an administrator, fund-raiser and public relations. 42 years old. Would accept program head position. 8845 Survey.

HOME FOR AGED. Executive Director, New York City and Pennsylvania experience wishes position in East or far West. Completely trained. Wife experienced case work. Available as team 8844 Survey.

PUBLIC RELATIONS: position wanted, woman, graduate of the University of Wisconsin. Experience: Teaching nine years and two years as field representative in sales, promotion, publicity and fund raising. Good speaker. Attended 1948 Institute of Race Relations at Fisk University. Can furnish references. Available immediately. 8842 Survey.

ADMINISTRATIVE or SUPERVISORY position desired by Protestant single woman. MSS and several years experience in family and child welfare fields. Director large children's program last four years. Prefers adoptive agency in the Northwest or California. Available January 1. 8839 Survey.

CASE WORKER, graduate School of Social Work, 15 years experience, interested in work with children. Experience includes family, psychiatric and settlement work. 8838 Survey.

CASEWORKER, Negro, Male, M.S.S.W., 3 years experience in Family and Psychiatric Case Work. Interested in job in Eastern or Middle Western States. 8820 Survey.

GRADUATE SOCIAL WORKER, veteran, experienced in casework and community organization. Particularly interested in race relations. Available immediately. 8834 Survey.

EXECUTIVE OR SUPERVISOR position desired. Twelve years experience with state and national agencies. Masters Degree in Social Work 8836 Survey.

MATURE man, executive, administrative, program, counseling experience in boys' work, available October to April 1 each year. Uousual training and abilities in work. College graduate. Head own organization remainder of year. 8830 Survey.

SUPERVISOR of boys desires position. Christian. Prefers institutional work. Will go anywhere. Available now. Best of references. 8827 Survey.

RECREATIONAL TEACHER, crafts, sports, dramatics, housefather, experienced counsellor. Available immediately. Mature, references. 8785 Survey.

WORKERS WANTED

SENIOR CASE WORKERS with graduate training and experience for adoption program, foster home supervision, and home finding in private, state-wide child placing agency. Iowa Children's Home Society, 209 Davidson Building, Des Moines 9, Iowa.

OPPORTUNITIES AVAILABLE

WANTED—(a) Medical social service worker; large municipal hospital; rehabilitation program; should be qualified to assume full responsibility for administration of medical social service department; $4000-$5000. (b) Psychiatric social worker; recently established child guidance clinic serving five municipalities; department to be well staffed; East. (c) Chief psychiatric social worker; new preventive and curative center; approximately 500 patients; Master's degree, minimum five years' experience required; $4000-$4800 including living quarters; East. (d) Director of social service department; one of the leading hospitals in the vicinity of New York City; department includes two case workers, secretary; primary duties involve outpatient department averaging more than 30,000 visits annually. S10-2 Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago 11.

WORKERS WANTED

CASEWORKERS (MAN and WOMAN) professionally trained, for New England child placing agency with institutional facilities. Psychiatric consultation available. 8846 Survey.

CHILD GUIDANCE CLINIC WORKERS. Psychiatric social work supervisor and two psychiatric social workers. Membership in the American Association of Psychiatric Social Workers preferred. Catholic Youth Organization, Sheil Guidance Service, Chicago. Send communication to Charles C. Smith, Executive Director, Catholic Youth Organization, 31 East Congress St., Chicago 5, Illinois.

EXECUTIVE DIRECTOR: Ridge Farm Preventorium, 40 East Old Mill Road, Lake Forest, Illinois. Previous experience as an executive in an institution required, plus training and background to carry on a treatment program for emotionally disturbed children between the ages of six and ten. Salary $4,000 plus maintenance.

RESIDENCE DIRECTOR, women's organization, Michigan. Responsible for building with adequate maintenance staff. Living quarters and $2400. Under fifty, with B.S. degree plus experience. Write qualifications, giving references. 8843 Survey.

MEDICAL SOCIAL WORKER for a 340-bed voluntary non-sectarian hospital and out-patient department in Chicago. Graduate training, Master's Degree preferable. Salary range $192.50 to $250.00 per month plus lunch and free medical care. 8841 Survey.

OPPORTUNITIES AVAILABLE

WANTED—(a) Medical social worker to supervise department of large general hospital, municipally operated; staff of six assistants; California. (b) Director of new agency organized to care for chronically ill; graduate training in social or public health work, several years' supervisory experience required; $4000-$5000. (c) Psychiatric social worker; interesting position in Hawaii. (d) Medical social worker to head department, 300-bed hospital; department supported jointly by hospital and community chest; middle western metropolis. S10-1 Medical Bureau (Burneice Larson, Director) Palmolive Building, Chicago 11.

CASE WORKER, trained. Family case work agency. Liberal personnel practices. Starting salary $3,000. Federation of Jewish Social Service, 614 Chamber of Commerce Building, Atlanta, Ga.

EXECUTIVE — PSYCHIATRIC SOCIAL WORK—Person capable of aiding in establishing Mental Hygiene Clinic in community of 185,000. Fort Wayne and Allen County, Indiana. Work will be administrative as well as case work to start with. Salary depends on experience and administrative qualifications. Write: L. P. Harshman, M.D., 801 East State Boulevard, Fort Wayne, Indiana.

CASEWORKER with graduate training, experience in family or children's work for a small multiple functioning Jewish agency. Challenging opportunity. Salary according to qualifications. Write Jewish Social Service Bureau, 45 Church St., Paterson, N. J.

WANTED: Caseworkers for private agency providing institutional care for young children and delinquent, adolescent girls, and foster home and adoption services. Graduate training and experience in child or family welfare work desired. Good salary according to qualifications. Excellent opportunity for qualified persons to participate in planning and developing constructive casework program. Address: Albertina Kerr Homes, 506 Panama Building, Portland 4, Oregon.

INTAKE WORKER—By private agency offering placement and case work services to children. Handle intake and carry short time, intensive cases of children in own homes. Graduate, experience in Children's field preferable. Salary $3,000. Children's Service League, 717 South Grand Avenue, East, Springfield, Illinois.

SAN FRANCISCO CATHOLIC SOCIAL SERVICE HAS OPENINGS FOR PROFESSIONALLY QUALIFIED FAMILY AND CHILD WELFARE CASE WORKERS.

GRADE I .....$2664-$3708
GRADE II .....$2976-$3708
GRADE III .....$3516-$4392
CHILD WELFARE SUPERVISOR .....$3516-$4392

APPLY TO GENERAL DIRECTOR, 995 MARKET STREET, SAN FRANCISCO 3, CALIFORNIA.

THE BOOKSHELF

OUT-OF-PRINT and HARD-TO-FIND books supplied; also genealogies, town histories; incomplete sets completed, back numbers all magazines, etc. **All subjects, all languages.** Send us your list of book-wants — no obligation. We report quickly. Lowest prices. *(We also supply all current books or any books mentioned in this issue of Survey Midmonthly at publishers' prices postpaid.)*
AMERICAN LIBRARY SERVICE
117 West 48th Street, Dept. G, New York 19, N. Y.
We also buy old books, magazines, prints, letters, documents, etc. Send us your list.

PAMPHLETS & PERIODICALS

THE AMERICAN JOURNAL OF NURSING shows the part which professional nurses take in the betterment of the world. Put it in your library. $4.00 a year. 1790 Broadway at 58th St., New York 19, N. Y.

PROFESSIONAL SERVICES

SPECIAL ARTICLES, THESES, SPEECHES, PAPERS. Research, revision, bibliographies, etc. Over twenty years' experience serving busy professional persons. Prompt service extended. AUTHORS RESEARCH BUREAU, 516 Fifth Avenue, New York, N. Y.

INSTITUTIONAL TRADE

SEEMAN BROS., INC., Groceries. Hudson and North Moore Streets, New York.

EMPLOYMENT AGENCIES

ZALAINE HULL Agency
PERSONNEL CONSULTANTS
Professional and Executive Positions
286 Fifth Avenue — By Appointment
New York 1, N. Y. — Bryant 9-6552

GERTRUDE R. STEIN, INC. AGENCY, 64 West 48th Street, New York. PL. 7-8590. A professional bureau specializing in fund-raising, group work, institutional, casework and medical social work positions.

WORKERS WANTED

SUPERVISOR AND CASE WORKERS

1 year graduate training and child welfare experience.

Supervisor .....$275 — $335
Sr. Worker .....$255 — $315
Jr. Worker .....$225 — $285

Details upon request, Child Welfare Division Nevada State Welfare Department, Reno, Nevada.

SUPERINTENDENT newly constructed cottage type (3) child care institution for dependent, neglected children. Minimum three years experience as head or assistant in similar institution with responsibility for management and supervision of house mothers desired. Age limit 55, unmarried lady desirable. Salary $250.00 monthly with maintenance. Fulton County Department of Public Welfare, 160 Pryor Street, S. W., Atlanta, Georgia.

MEDICAL SOCIAL WORKER for 150 bed tuberculosis sanatorium, Seward, Alaska. Graduation from accredited school medical social work and one year supervised experience in medical social service or graduation two year course social work and two years experience in medical social work. $380 per month. Immediate opening. For information write Commissioner of Health, P. O. Box 1931, Juneau, Alaska.

GIRL SCOUT EXECUTIVE DIRECTOR for Council of 1400 Scouts. Apply Mrs. Seth Wolff, 2273 Cordova Ave., Youngstown, Ohio.

GROUP WORKER: Man or woman for Branch Executive in a Community House to develop and organize program. Group work graduate preferred. Will consider other qualified persons. Write: Southwest Social Centre, 1905 West Morris Street, Indianapolis 21, Indiana.

Children

(Continued from page 345)

The New York Times reports. Plans for the new center, which will replace the present obsolete and overcrowded juvenile detention home, were worked out after study of such facilities the country over.

The center will consist of fourteen buildings on a sixteen-acre tract. There will be juvenile residence cottages, a large modern nursery, medical, dental, and psychological clinics, administrative offices, gymnasiums, a chapel, vocational classrooms, and playgrounds. Security will be achieved not through barred windows and high walls, but rather by strategic placing of buildings and garden fences around recreation areas.

The juvenile court will sit at the youth guidance center, and there will be a contributory court for adult offenders involved with children. However, George Ososke, chief probation officer of the Juvenile Court Department, explained in announcing the new project, "We shall try informally to handle many of the children without routing them through the court." He went on to point out that the new center may help to "break down an imaginary barrier between families and the juvenile court. If we can have parents looking to the court for aid . . . we can do much in the way of prevention of juvenile delinquency."

The project has already provoked inquiry from thirty-three cities throughout the nation, it is reported. To be completed in fifteen months at a cost of $4,300,000 to the city, the center will handle about 14,500 children a year.

"Families First"

"Families First," a ten-minute documentary film prepared by the New York State Youth Commission through R.K.O. Pathe, Inc., is an excellent presentation of the influence of the family in shaping the child's character for good or ill. Typical episodes from two families of contrasting types — the sharing and the non-sharing — are portrayed in dual sequence, dramatizing the forces which lead to wholesome, happy relationships, and those which lead to unhappiness and delinquency.

The film was released for theatrical showing within the state, free of charge, on August 30. It was also made available in September to a state chairmen conducting program in celebration of National Youth Month. (See THE SURVEY, July 1947, page 235.) A sixteen millimeter version of this film, running for seventeen minutes, will be available after January 1. Interested agencies within the state may secure it free of charge. Outside the state the rental fee is $3. Copies may be purchased for $50. Inquiries should be addressed to Supervisor, Film Library, New York State Department of Commerce, 40 Howard Street, Albany 7.

STATEMENT OF THE OWNERSHIP, MANAGEMENT, CIRCULATION, ETC., REQUIRED BY THE ACT OF CONGRESS OF AUGUST 24, 1912, AS AMENDED BY THE ACTS OF MARCH 3, 1933, AND JULY 2, 1946, of SURVEY MIDMONTHLY, published monthly at East Stroudsburg, Pa., for October 1, 1948.

State of New York } ss.:
County of New York }

Before me, a Notary Public in and for the state and county aforesaid, personally appeared Paul Kellogg, who, having been duly sworn according to law, deposes and says that he is the Editor of the SURVEY MIDMONTHLY, and that the following is, to the best of his knowledge and belief, a true statement of the ownership, management (and if a daily, weekly, semiweekly or triweekly newspaper, the circulation), etc., of the aforesaid publication, for the date shown in the above caption, required by the Act of August 24, 1912, as amended by the Acts of March 3, 1933, and July 2, 1946 (section 537, Postal Laws and Regulations), printed on the reverse of this form, to wit:

1. That the names and addresses of the publisher, editor, executive editor, and business manager are: Publisher, Survey Associates, Inc., 112 East 19 Street, New York, N. Y.; Editor, Paul Kellogg, 112 East 19 Street, New York, N. Y.; Executive Editor, Thomas Devine, 112 East 19 Street, New York, N. Y.; Business Manager, None.

2. That the owner is: (If owned by a corporation, its name and address must be stated and also immediately thereunder the names and addresses of stockholders owning or holding one per cent or more of total amount of stock. If not owned by a corporation, the names and addresses of the individual owners must be given. If owned by a firm, company, or other unincorporated concern, its name and address, as well as those of each individual member, must be given. Survey Associates, Inc., 112 East 19 Street, New York, N. Y., a non-commercial corporation under the laws of the State of New York, with over 1900 members. It has issued no stocks or bonds. President, Richard B. Scandrett, Jr., 30 Pine Street, New York, N. Y.; Chairman of the Board, Joseph P. Chamberlain, Columbia University, New York, N. Y.; Vice-presidents, John Palmer Gavit, 112 East 19 Street, New York, N. Y.; Agnes Brown Leach, 1021 Park Avenue, New York, N. Y.; Secretary, Ann Reed Brenner, 112 East 19 Street, New York, N. Y.

3. That the known bondholders, mortgagees, and other security holders owning or holding one per cent or more of total amount of bonds, mortgages, or other securities are: (If there are none, so state.) None.

4. That the two paragraphs next above, giving the names of the owners, stockholders, and security holders, if any, contain not only the list of stockholders and security holders as they appear upon the books of the company but also, in cases where the stockholder or security holder appears upon the books of the company as trustee or in any other fiduciary relation, the name of the person or corporation for whom such trustee is acting, is given; also that the said two paragraphs contain statements embracing affiant's full knowledge and belief as to the circumstances and conditions under which stockholders and security holders who do not appear upon the books of the company as trustees, hold stock and securities in a capacity other than that of a bona fide owner; and this affiant has no reason to believe that any other person, association, or corporation has any interest direct or indirect in the said stock, bonds, or other securities than as so stated by him.

[Signed] PAUL KELLOGG, Editor.

Sworn to and subscribed before me this 23d day of September, 1948.

GEORGE F. BRANDON, Notary Public.

State of New York, Residing in Queens County. Queens Co. Clk's No. 3747, Reg. No. 299-B-9; N. Y. Co. Clk's No. 1645, Reg. No. 1456-B-9. Commission expires March 30, 1949.

"The Big Boob . . ."

(Continued from page 340)

husband. Help make plans, I mean, and manage money."

"You said it. He's awful dumb about money—wants to spend it all as soon as he gets it. That's why he gives it to me on Saturdays."

"If you could sort of help him along, perhaps he would be able to work up and get a raise in the Department of Sanitation . . ."

"You mean be like a mother to him?" Mabel looked up in surprise. "Say—I'm still married to him . . . I . . ." She blushed a little and looked out of the window. "You know," she confided, turning to Miss Bartlett in a more friendly way, "I didn't know he couldn't read and write. . . . Might have guessed."

Miss Bartlett gathered up some papers on her desk. "I really think it's up to you to make a go of your marriage," she said firmly. "Your husband has a job he likes. If you could help him along, I think he will be a good husband to you. There really isn't any other man you're interested in, is there?"

"Not really," Mabel admitted. "There fellows like me, but I kinda go for Dave, the big boob." She gathered up her green bag and stood, a little doubtful, a little defiant.

"Both of you come back and see me again," Miss Bartlett said cordially. "But I look to you to work out this problem." She held out her hand. Mabel shook it perfunctorily and turned to leave. "The Department of Sanitation," she murmured to herself. "That big dope . . . maybe I could learn him to read and write. . . ."

VOL. LXXXIV NO. 12 THE SURVEY DECEMBER 1948

MIDMONTHLY

THE SURVEY 1949 Model

To You our Readers

Come Spring and *THE SURVEY* will round out 40 years of exciting service to the General Welfare. But it will be reaching you in a new incarnation, scarcely three months old.

Meanwhile, you will have had the chance not only to get its measure, but to help shape it by constructive criticisms and suggestions. These we are eager for as we go forward.

Like *SURVEY GRAPHIC* for December, this is the last *SURVEY MIDMONTHLY* to reach our readers as such. Beginning in January we shall bring out, not two periodicals (each at $4 a year or $6 for joint subscription), but a new and enhanced monthly magazine at $5.

The new *SURVEY* will exercise our franchise to "get at the facts of social and economic conditions and bring them out in ways that will count." And it will rightly carry our SURVEY ship as insignia —a lateen-rigged caravel that smacks of discovery.

Our prime purpose is to interpret exploration and experience, inventions, demonstrations in the fields we have made our own. Such fields as social work, health and education; community and regional planning; racial and industrial relations; civil liberties, peace and good will among men.

Our articles will be geared to the common intelligence of specialists and laymen alike. They will seek to catch the intimate problems, the yeasty ideas; pageantry of American life and, no less, the skills, the calls, and thrusts of action that push out horizons. We like to recall the tangible results that have sprung from single articles, special inquiries, special numbers. We hope to carry over into the new enterprise the continuity afforded by our *Midmonthlies,* the swift research characteristic of our *Graphics,* the opportuneness and visualization that have brought the combined circulation of our fourteen CALLING AMERICA Specials to well above half a million copies since 1938.

◆ ◆ ◆

OURS, as you know, is a membership corporation on the borders of education and journalism. Founded in 1912, with few precedents to go by, the working conception of Survey Associates has enlisted reader-members the country over. In November, a letter went to them spelling out the crisis we've faced—and how we might outflank it.

This was more than a referendum. Three fourths of them pledged renewal for 1949 of their annual memberships ($10, $25, $50, $100 and above). Some increased their contributions; others undertook to send advance payments, recruit new members. From a cross-section of regular subscribers, state by state, came pledges in like fashion; and as a by-product, not a few joined our fellowship forthwith. (Our latch-string is out right now of all times!)

More than anything else, these advance assurances (yours perhaps among them) fortified our Board of Directors on December 6 and gave us a green light ahead.

◆ ◆ ◆

What has afflicted us for eighteen months is not a private malady but a postwar epidemic of inflated production costs which in 1947 stripped us of reserves. In 1948 we have cleared hurdle after hurdle that seemed insurmountable in working our way up and through to hard choices, practical plans, and high hopes for 1949. PAUL KELLOGG, Editor

SO THEY SAY

TO THE EDITOR: We enjoy reading SURVEY. It gives us a shot in the arm at times when it is most needed. The sections devoted to mental health are especially stimulating. We appreciate the opportunity for keeping up with the rest of the welfare field.

ESTHER H. DE WEERDT
Executive Director
Wisconsin Society for Mental Health

TO THE EDITOR: There have been a large number of articles on mental health appearing in the SURVEY and in many other places during the past several years. Although some of these articles have not been an unmixed blessing most of them have contributed something to the general increased public awareness of the problems of mental health. Few, however, have had the quality of sincerity and intelligent leading that is contained in "I'd Try Anything," in the October *Midmonthly*. I wish that this article could be brought to the attention of a much larger audience.

Secretary ROSS W. SANDERSON, JR.
Mental Hygiene Division
Public Charities Association of Pennsylvania

TO THE EDITOR: I am deeply sorry to see anything played up that in any way aids and abets the "war is inevitable, better hurry up and get ready for it" psychology. For this reason I am sorry that the excellent article by Wilmer Shields Rich was published in the October *Midmonthly*. . . . It seems to me that Dr. Murray's article (see "America's Mission," *Survey Graphic*, October 1948) should be required reading for every volunteer who is recruited for work in the programs outlined in Mrs. Rich's article.

ORVILLE ROBERTSON
Executive Secretary
Family Society of Seattle

TO THE EDITOR: I want to congratulate you and the author of "I'd Try Anything" which appears in the October SURVEY *Midmonthly*. I felt the message so genuine and also so well written, carrying a message that should be more widely recognized, that I immediately wrote the *Reader's Digest* to call it to their attention for possible reprinting. To know that mental disease causes real sorrow, made worse by public misunderstanding, seems to me to be a piece of knowledge that needs wider dissemination.

PAUL V. LEMKAU, M.D.
Director, Mental Hygiene Study
School of Hygiene and Public Health
Johns Hopkins University, Baltimore

Apology and Correction

We deeply regret the typographical errors that appeared in Gordon J. Barnett's article, "The Truth About Aptitude Tests," in the November SURVEY *Midmonthly*.

Mr. Barnett has generously submitted the following paragraphs to explain the ideas that were affected by the mix-up of type in the third column of the first page of his article.

Aptitude has been defined as ". . . a condition or set of characteristics regarded as symptomatic of an individual's ability to acquire with training some (usually specified) knowledge, skill, or set of responses such as the ability to speak a language, to produce music, etc." By definition, then, aptitude tests are not intended to measure actual achievement.

Achievement tests (usually tests of school subject-matter) are frequently used to indicate how much a person has profited from specific training. Only indirectly are these tests predictive, and this mainly in connection with tests of achievement in school subjects which do help to indicate the degree of success a person may expect to attain in future courses. In the same manner, *Trade Tests* are used in industry to ascertain how facile a person already is at some operation, not how rapidly he will learn it. Aptitude tests measure future performance, assuming some training is provided.

The important thing is that tests of aptitudes in several occupational areas must be combined with other measures of interest, intelligence, personality and/or achievement, and that all this information must be combined with further information concerning the individual to produce a composite of him as a living creature with needs, motives, and certain limitations, not just a fancy profile of test scores.

With this knowledge, candidates for vocational guidance will not request that they be given "aptitude tests" or "THE aptitude test" as the sole instrument of vocational counseling.

CONTENTS

Attaché Program 355
GORDON J. BARNETT

The Village Is My Client 357
HAROLD C. HARLOW, JR.

A National Myth 359
ELMA H. ASHTON

Youth Council in Action 360
THOMAS A. ROWE

Town Meeting by Mail 363
Chapter II, Late Returns

Volunteer's Notebook 367
Edited by MARJORIE PATTEN

Attention, 81st Congress! 368
BARBARA BENT BATES

Epitomes 370

Whither Federation? 372
Challenge JAMES C. COTTER
Rebuttal LYMAN S. FORD

The Common Welfare 373

Book Reviews 378

About People 382

Copyright, 1948, Survey Associates, Inc. All rights reserved.

THE SURVEY *Midmonthly*

Paul Kellogg, *Editor.*
Marion Robinson, *Managing Editor*

Associate editors: Beulah Amidon, Ann Rec. Brenner, Kathryn Close, Cora Emme, Eleanor Lake, Loula D. Lasker; *Assistant editor,* Barbara Bent Bates.

Honorary editors: John Palmer Gavit, Joanna C. Colcord, Bradley Buell.

Circulation manager, Rosamond Lee; *Field representatives,* Ann Roller Issler, Dorothy Putney.

SURVEY ASSOCIATES, INC.

A nonpartisan, nonprofit, educational society, organized 1912 to promote the common welfare.

Publishers of
THE SURVEY Midmonthly
SURVEY GRAPHIC

Editorial and Business Office
112 East 19 Street, New York 3, N. Y.

Publication Office
34 North Crystal Street, East Stroudsburg, Pa.

Officers and Directors

Chairman of the Board, Joseph P. Chamberlain; *President,* Richard B. Scandrett, Jr.; *Vice-presidents:* John Palmer Gavit, Agnes Brown Leach; *Secretory,* Ann Reed Brenner.

Directors: Adolf A. Berle, Jr., Dorothy L. Bernhard, Jacob Billikopf, Joseph P. Chamberlain, Earl G. Harrison, Shelby M. Harrison, Fred K. Hoehler, Blanche Ittleson, Alvin Johnson, Ferdinand Kuhn, Jr., William W. Lancaster, Agnes Brown Leach, Herbert H. Lehman, Justine Wise Polier, William Rosenwald, Richard B. Scandrett, Jr., Lowell Shumway, Harold H. Swift, Ordway Tead, Victor Weybright.

THE SURVEY Midmonthly—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Indexed in Readers Guide to Periodical Literature, Index to Labor Articles, Public Affairs Information Service, Book Review Digest, Psychological Abstracts, Quarterly Cumulative Index Medicus, Biography Index.

SURVEY GRAPHIC—Domestic: Year $4; 2 years $6; Canadian and foreign: Year $4.50; 2 years $7.

Joint subscription, both magazines—Year $6: Canadian and foreign, $7.

Social Welfare Attaché Program

FRANCES K. KERNOHAN

Chief, Social Branch, Division of International Labor and Social Affairs. Department of State

Concrete evidence that United States foreign policy is advancing in fields contributing to the betterment of citizens in a world at peace are most gratifying in these days of international political stress. Such evidences, happily, are many, and one that is significant is the launching by the Department of State of a Social Welfare Attaché Program which was activated in May of 1948.

For some time the Foreign Service of the United States has had specialists in various substantive fields who have been concerned with developments in other countries that do not bear solely on political policies and programs. Notable among these specialists are the labor attachés whose posts were created beginning in 1944 and who are now assigned to some twenty countries. This program is conducted by the Department of State in cooperation with the Department of Labor and has as its focus the complete, objective, and analytical reporting from the diplomatic missions of the United States on problems relating to labor and its organized activities.

In June 1948, a Public Health Attaché Program was inaugurated by the department in cooperation with the Public Health Service of the Federal Security Agency. The purpose of that program is to carry public health and medical developments of the United States to other countries and to bring their current research and activities in these fields to this country.

Origin of the Idea

The idea of having a few specialists in the field of social welfare attached to foreign posts at selected points throughout the world originated several years ago. The idea grew from a recognized need of the Department of State and other governmental agencies for more technical information about social welfare developments in foreign countries and a better knowledge of their relationship to the political and economic conditions in those countries.

The Federal Security Agency, with its wide range of federal social welfare functions, has been the agency most instrumental in assisting with the development of the social welfare attaché program. Other federal departments that have had varying degrees of interest in the program are the Bureau of Prisons of the Department of Justice, the Department of Labor, the Office of the Administrator of the Housing and Home Finance Agency, and the Home Economics Section of the Department of Agriculture.

Non-governmental agencies, which will find useful the kind of information which can be provided by these social welfare specialists, include the American Association of Social Workers, the American Association of Schools of Social Work, the National Social Welfare Assembly, the American Council of Voluntary Agencies for Foreign Service, Inc., and the American Red Cross.

What Welfare Attaches Do

Although the functions of a social welfare attaché vary according to conditions prevalent at the particular post, the duties include the following types of activity.

1. Providing information for the Department of State and other governmental and voluntary agencies regarding social welfare developments and conditions in foreign countries. Fields of interest include: social insurance; financial assistance to low income groups; child welfare; care of the physically and mentally handicapped and the aged; vocational rehabilitation; treatment of the delinquent and criminal; and the social aspects of housing.

2. Informing the Department of State and other governmental and private agencies about both official and unofficial attitudes in the country to which an attaché is assigned concerning the programs of the international organizations in the social field, particularly the Economic and Social Council of the UN and its specialized agencies.

3. Appraising the effect, as well as some of the welfare aspects of American overseas aid programs, both governmental and voluntary; facilitating and aiding in the coordination of the work of United States public and private welfare agencies engaged in overseas programs affecting that country.

4. Serving as a consultant in the Embassy on social welfare problems of United States citizens and alien dependents of citizens brought to the attention of foreign posts.

At the present time the program is limited to two attaché posts. As the program develops, it is hoped that, through a positive demonstration of the efficacy of the services which social welfare attachés may provide, a case may be made for increasing this number. The attachés are Foreign Service Reserve Officers and are administratively responsible to the Ambassadors of the posts to which they are assigned and to the Director General of the Foreign Service.

The social welfare attachés, as is true for the labor attachés, receive technical guidance from the Division of International Labor and Social Affairs located in the Office of International Trade Policy under the Assistant Secretary of State for Economic Affairs.

Appointments Made

Irving J. Fasteau, graduate of the New York School of Social Work, formerly supervisor of social service of the State Board of Child Welfare, New Jersey, and immediately prior to that, chief of the UNRRA mission to Finland, took up his post in the American Embassy at Paris in May 1948.

Evelyn Hersey, graduate of the Pennsylvania School of Social Work, formerly assistant to the United States Commissioner of Immigration and Naturalization and, before that, service director for the American Committee for Christian Refugees, left for her post at New Delhi, India, in early November.

In the selection of Irving J. Fas-

teau and Evelyn Hersey, care was exercised by the Department of State to relate, insofar as possible, their backgrounds to the requirements of the post to which they were being assigned. The potentialities of this assignment in France, it was believed, warranted a person whose previous positions had been in the field of public welfare. This is true for Mr. Fasteau, who had been associated with the Bureau of Public Assistance of the Social Security Board and who had held various positions in the New Jersey Department of Institutions and Agencies. On the other hand, the requirements for India seemed to point more to knowledge and skills in the private welfare field, and Miss Hersey fitted that bill of particulars, having been associated with the International Institute in Philadelphia and with various branches of the YWCA.

First Assignments

Keeping in mind the experimental character of this program, in the selection of the two posts, it was desired to secure for the United States as diversified and well rounded a view of social movements and developments in different parts of the world as possible.

For this reason, France was selected because of its long history in social welfare; its numerous social agencies of established reputation; its long-developed system of governmental aids, services, and social insurance; and its many schools of social work with developed theories of training. In Paris alone there are ten such schools. For many years there has been an interchange of information with United States social work. Many American voluntary agencies are at work in France, and many United States social workers know a good deal about social work in France. French social movements and social work methods are embedded in a western setting.

In contrast, India was selected because organized social work there is in the beginning stages and is growing rapidly. In particular the Government of India, since its founding on August 15, 1947, has been acutely aware of the urgent needs for social welfare work on a large scale, and has evolved a series of comprehensive plans designed to meet these needs. Some of the present developments in India which have interest for American social welfare are the welfare experiments being tried in a number of industrial plants in India and various "social education" schemes being experimented with through the establishment of a number of privately financed village projects.

The program of helping approximately five million non-Moslem displaced persons now in India to reestablish themselves is occupying much time and thought on the part of the Government of India.

Growing interest in social work is evidenced by the recent establishment of conferences on social welfare. In November, 1947, the First All India Conference of Social Work was convened, and Indian social work leaders have demonstrated that they are turning to the United States to secure help on the techniques and the "know how" of our social work.

Experience to Date

Although it is too early to know how the work of the social welfare attachés will develop, real progress is being made at the Paris post. The social welfare attaché has represented the Ambassador in conferences with the Director General of the Social Security Program in France. At the Ambassador's request he has compiled a study which analyzes and evaluates the program operation of the United Nations International Children's Emergency Fund in France.

The attaché was a member of the United States Delegation to the Program Committee of the UNICEF meeting in Paris last June.

Mr. Fasteau attended the meeting held at Geneva at which the relations of the voluntary agencies to the program and operations of the International Refugee Organization were discussed. At the request of French officials he has provided information and consultation on American methods in the field of juvenile delinquency. Our attaché has represented the Ambassador at several functions which pertained to the field of social welfare, including a ceremony at the University of Paris commemorating the arrival of additional American "Friendship Train" supplies.

Information on social legislation in the United States and the development of our social security system is being provided to the Director of the Musée Social, material which will be incorporated in a study by a member of the French Academy. A treatise on the prevention of crime and treatment of criminals in the United States is being prepared by the Director General of the Institute of Comparative Law in France based on material which the attaché is providing. Mr. Fasteau has made available advice and data on treatment of the blind in the United States to the Secretary General of the Union des Aveugles de Guerre, a large French organization which provides teaching, vocational training, and recreational services for approximately 2,300 blind persons.

Thus, it is believed that the Social Welfare Attaché program in this short span of time, is already demonstrating the means to the fulfillment of a need by governmental departments and private welfare agencies, and it is hoped that in the years to come this program will provide to our government and interested agencies current social data that eventually will be worldwide in scope and broad in coverage and content.

The Village Is My Client

HAROLD C. HARLOW, JR.

Field Representative, The Congregational Christian Service Committee

Imagine a town the size of Lexington, Kentucky,—not very large, yet not at all provincial. Starting a social agency in such a town would not be very difficult. Work would probably go along at a leisurely pace, with the usual cases of a few needy families, a few delinquent children, an alcoholic or two, and so on. But try to imagine that this whole town, every person in every single family, is your client, and you will understand something of our situation here in Elleniko, Greece. In these families, every mother is overburdened, every man bowed down by responsibilities he cannot fulfill, every young woman tempted by prostitution, every teen-ager a potential delinquent, every child undernourished. In other words, the village is my client.

It was in October, 1947, that I arrived in Elleniko. As field representative for the Congregational Christian Service Committee, and teacher of social work at the American College for Girls (Pierce College), my job was to head the social welfare department of the college, using as field work placements for my students, the CCSC projects in Elleniko; and to assist the worker who had preceded me in starting those projects.

At first, Elleniko presented a bewildering problem. Formerly a beautiful summer resort by the sea, where wealthy families enjoyed summers in their spacious homes, it is now a modern Pompeii. Because of its proximity to the largest airport in Greece, it was a constant target of allied bombers in 1943-44 when the Germans occupied Greece. Though the Greeks never resent this damage done by English and American bombs, we have the feeling that through our work, we are partially paying a debt. Elleniko itself will never recover, for the airfield is pushing its landing strip out into the center of the village like the tentacles of an octopus.

After the war, Elleniko offered no enticement to the few wealthy families remaining in Athens—their homes were destroyed, streets torn up, gardens covered with rubble. But to the thousands of homeless needy persons it was a blessing. Family by family, they moved into the wrecks of homes with no roofs or windows, often with a complete wall and second story gone. They cleaned out the rubble inside, blocked up a few windows to keep from freezing in winter, set up their few sticks of furniture, and they had a home—at least until they would have to retreat before the growing airport.

Starting Over

When the people of Elleniko went about trying to find some means of making a livelihood, they had to start over again, for their shops, boats, and whatever they had made a living by before the war, were gone. Several of the men planted flower gardens and try to sell their blossoms in Athens. Often they walk the ten miles, carrying the flowers in baskets, or in a tiny cart drawn by donkey. To the tourist, this is a colorful picture; to the man, it is his only means of keeping his children from starving. Others work in shoe shops or sell goods on the black market. They rarely earn more than $15 a month, often much less.

If the family is fatherless—as so many are because of the war—it is left to the mother and children to provide for themselves. That is one reason for the many small children who peddle gum and candy on the streets of Athens, and those who beg from the passers-by. Though no one can earn what Americans would call a minimum living wage, somehow these people manage without ever buying clothes, with no toys for children, and on a diet of bread and olives.

With so great a need everywhere apparent, it was difficult to choose a long range project. But, after much consideration and many meetings with the mayor of Elleniko, it was decided to build and run a clinic for the village, since there had been no medical services available to the community for two years since the war. The mayor offered to allow the clinic to be built near his well, which affords the only water supply. It took two months and approximately $200 to finish the neat, small but efficient little center which was dedicated in October 1947, just after my arrival.

We obtained the services of a doctor and an able nurse to assist him. The doctor comes regularly several times a week and on special days for inoculations. Besides his clinic work, he is authorized to give prescriptions for free medicine to those who are unable to pay. Once the clinic was running smoothly, we kept to the background, except to supply canned milk for babies, vitamin pills and medicines; and to help iron out difficulties which may arise.

Having made a good start toward helping the physical needs of the community, we felt that we must do something for the children who had no toys, and spent their time playing amidst the dangerous ruins. We had seen evidence of the dangers of such play and wanted to see the children playing in a safe place, under competent leadership. Thus the idea of a play school came into being.

The local school, housed in one of the ruined homes, and boasting of two teachers for some two hundred pupils of all ages, was the most convenient place to carry out our plans. With some old athletic equipment sent from America, plus materials for sewing and crafts, and aided by five of the social welfare students, we started play groups and arts and crafts classes for the children in after-school hours. Although the surroundings and equipment were by no means comparable to those of the schools in America, the enthusiasm of the children would prove a good match for youngsters of any nation. Greek children, particularly fond of playing ball in any form, will play happily for hours with our one tattered volley ball. The little girls

were excellent needleworkers, and turned out embroidered goods that would be priceless in America. Unfortunately there is a prohibitively high import duty on such goods.

As summer came near, we felt that we must not abandon the children, though their regular school would soon close. In fact, we felt their needs would be even greater. So, again with the cooperation of several social welfare students, we opened a summer school in July, this time including children as young as two years of age. Every weekday morning, there were games, dances and songs for the littlest ones, a machine shop for the boys, arts for the girls, and the inevitable ball game for all. In this way one hundred children were kept busy and happy. Group recreation is something new for most of these children, as most of what is called recreation here is really formalized calisthenics, or else it is overlooked entirely in the heavy academic schedules these youngsters carry during the school year.

Distribution Problems

One of our continuous jobs is to distribute the constant flow of food and clothing among the families of the village. At first this was done in a haphazard fashion, causing difficulty for us and jealousy among the town people. We had no real list of villagers who were most in need, and gave clothes and CARE packages to families recommended to us by the few villagers we know. Word soon spread around, and we were besieged by people demanding to know why they, too, had not received this help.

In an effort to find a better method of distribution, we recruited a very competent Greek girl from the social welfare class to visit families and make up lists showing their economic status. She spent hours and days on this job, and with her lists we were able to prepare bundles for each family with some certainty that the clothes would fit. But the problem of distribution itself remained. Not only was it too time-consuming to carry each bundle to each family, but the government, in order to prevent hoarding, had ordered that the distribution of all clothing and food sent by philanthropic organizations must be completed within three months after shipments had arrived. With our limited staff this made individual distribution impossible.

Finally, a committee was organized, made up of the mayor, the local priest, the superintendent of schools, the school teacher, the police chief, an adult from one of the needy families, and the town clerk as secretary. Their first job was to go over our original list and revise it. Next they helped with the actual making up and distribution of the clothing. Final distributions were carried out quickly and efficiently at the local school, with each family calling for its bundles. Because now so much of the responsibility was shared by villagers themselves, there was a minimum of dissatisfaction.

Now gradually we began to see a transformation in our friends. It wasn't exactly like Cinderella, but at least many of the rags were replaced by warm clothing, and the children were so proud! It was remarkable to see a person who hadn't bothered to keep clean because of having nothing nice to wear, now appearing washed, hair combed neatly, with a bright smile to match.

Although food is always most needed, distribution of it was most difficult. CARE packages did not arrive in enough quantity to provide for everyone, so we had to limit ourselves to the neediest families, even though we knew everyone was needy. Distribution of canned milk was accomplished by simply piling boxes into our jeep, "Silver," and taking them to the school house at an appointed time. The mothers would come, sign opposite their names on the list, and receive their allotment—one can for every child under five years. We found it necessary to open the cans to make sure that they are not resold on the market.

Though distributions continue, we hope to carry out a different plan which will give our village friends a sense of self-respect, which must always be at least a little lost when receiving donations. No one likes to be "handed out" relief, no matter how much it is needed. The new plan is borrowed from depression days in the United States. Clothing will be distributed through what we hope will look like an ordinary clothing store, with a clerk, displays, prices, and so on. Ration coupons or stage money will be used to "buy" the clothes, which will be priced on a fluctuating scale determined by supply on hand. For example, if the supply of men's suits is low, the price may be raised from 5 to 15 coupons in order to keep at least part of the stock for those who need them most. The social welfare students will give part time to the store, as part of their practical experience. We hope the plan will be the means of maintaining something like the normal of living, by giving people a chance to pick out what they want. This is something they have not been able to do for years. We do know that the value of the clothing will be doubled, for it will fit, be used, and enjoyed.

LOOKING BACK UPON THE PAST YEAR, our accomplishments are plain to see; the clinic, the play schools, the distributions—all are badly needed. Yet there is still much work to be done. Perhaps with time, effort, and growing awareness of the real meaning of welfare to the people of Elleniko, we may accomplish much more in this village that is our client.

A National Myth

ELMA H. ASHTON

Department of Social Affairs, United Nations

A nation, like an individual, develops beliefs about itself on the basis of both fact and wish. When facts shift, a nation, like an individual, holds to old beliefs, creating a kind of myth-world to operate in until it is ready to revise its beliefs. Facts are difficult to discover as they appear, difficult to face as we discover them, and impossible to face all at once and in totality. Thus our myths are an essential part of our culture. They are especially precious to us when facts we held dear have disappeared and we are not yet ready to accept the loss of the old and the substance of the new.

The beginnings of our nation were made by people who came here to develop a new way of life. The very experience of creating a nation through individual effort and achievement established in the people a unique sense of responsibility, each for himself, and individual worth, each to himself.

In a country of rich resources, wide open spaces, and small population, the interplay of opportunity and effort produced results for the nation and for the individual that established a national belief—a belief that every individual, if he exercises brain and brawn, if he uses ingenuity and good judgment, can provide for himself, for his rainy days, and for his old age. In the early days the belief was supported to a reasonable degree by fact. With the shift from an earlier economy to today's money economy the belief is maintained, but no longer on a basis of fact.

Though our nation is still young, vigorous, and rich, some of our national facts have shifted. Though our country is vast and has many resources, the rapid increase in population, the many variables in population, and the many variables in opportunities for individuals create a situation where there is wide disparity between *our belief in what an individual can do* and *what is really possible for him to do*. From the pioneer days we have moved to a day of highpowered industry spottily distributed geographically, of spotty concentration of population, of intense competition, of wide disparity between production and distribution, and between individual opportunity and individual competence.

Belief in the direct relation of individual effort to individual security places a high premium on the individual as a productive factor in our democracy and stimulates an intense sense of personal responsibility. These are values we hold dear and would not want to lose. But our cherished belief that *what an individual wills to do and tries to do on his own, he can do*, has become one of our favorite myths. And as a nation we have not taken action in relation to the national facts, for, like an individual, a nation acts on the basis of what it really deeply believes.

Out of the knowledge of certain groups about certain groups in the population, of certain communities and states about local or regional situations have come some national financial provisions for certain categories of people. Some state and local provisions have been made for these categories and others. Some private agency provisions have been made for still others. The amounts of assistance under those provisions vary among states depending on law, policy, and resources; among communities depending on policy, resources, practices in public facilities, and services and funds available under private sponsorship. They vary among individual recipients in the community, on the basis of national, state, and local variables, including both resources and attitudes, and variables among workers who administer the provisions.

The fact that this action is taking place indicates that some persons and some groups are giving up parts of the national myth. But the inconsistencies, gaps, and inadequacies in the action indicate that the majority of the people, including those who reluctantly seek the provisions, have not given it up. We continue to believe that everyone can provide his own security, even though we know we have had to make some provisions for some people. We cannot yet face the fact that *any one of us* in our economy may be unable to make enough money to provide a minimum subsistence; or that any one of us, even if we earn a subsistence wage, may be unable to save enough for periods of unemployment, illness, accident, and finally for our old age. We have begun to use such terms as social security, basic maintenance, right to assistance, but we still feel that financial aid is relief and we administer it as relief. As social workers know, relief is a way of picking up the body after it has fallen in the quicksand, and trying to hold it up or help it hold itself up, pending a day when some social invention will create a national situation in which every individual can hold himself up.

National action is a result of national beliefs. When we can give up our belief in the myth that every man can provide for himself, new and different action in the form of appropriate social inventions will follow. If we can hold our belief in individual dignity, individual value, and the individual's ability and right to be a responsible citizen, we will move toward creating opportunity for every citizen to test and demonstrate the truth of that belief. We will try to analyze the national facts and find a way in which nation and individual can achieve a creative relationship—a way in which we as a nation and we as individuals can achieve a sense of vital security.

We are like people living in a house with a leaky roof. In fact, we are part owners of the house! We see the leaks, know the ill effects, and know something of what is needed to make life under that roof less precarious. While we are chinking up the holes and catching the drizzles, we must keep trying to impress upon the landlord—the nation itself—that the lives of all the people are being endangered by this condition of the house. He must begin to see that if the roof falls in, we will all suffer.

Within the nation there is more than enough courage and competence to face the facts, to plan and administer programs that will meet our national needs. However, a belief based on reality rather than myth is essential to the continued creative development of our democracy toward greater security for all of us.

A Youth Council in Action

THOMAS A. ROWE

This is the second of two articles on youth councils. In the November issue, Morris L. Eisenstein, writing under the title, "The Youth Council: A Challenge," discussed principles of organization of a youth council, basing his material on a project sponsored by the Welfare Council of New York City.

In this article the executive director of the San Francisco Youth Association gives an account of the origins and program of the association, which has been very much of a going concern for over two years.

The San Francisco Youth Association was founded in the spring of 1946. The association grew out of a series of youth forums sponsored by the American Woman's Voluntary Services which, at the close of the war, had become interested in the reports of the alarming rise of juvenile delinquency. These forums proved of such interest both to the participants and to the adults who heard them over the air that in response to the requests of several of the youthful participants, the leaders of the AWVS undertook to explore the field.

The AWVS concluded that it was not the agency to sponsor such a program, but two or three of its leaders, after wide consultation with community youth leaders, formed the Adult Advisory Council to the San Francisco Youth Association. On the board of the council ex-officio are the following persons: the chairman of the citywide coordinating council, the superintendent of public schools, the superintendent of parochial schools, the superintendent of the playground and recreation department, the chief probation officer, and the chairman of the group work and recreation council of the community chest. The remaining members of the council of fifteen members are made up of interested community leaders.

The original constitution worked out by the young people themselves calls for delegates from the public, private, and parochial schools proportionate to the enrollment of each school, with a maximum of ten from any school or agency; delegates from the youth-serving agencies affiliated with the group work and recreation council of the community chest, including neighborhood houses; and delegates from the teen-age centers operated by the playground and recreation department of San Francisco.

The Adult Advisory Council showed its wisdom and courage by placing the authority of the association in the Assembly of Delegates. Article Four of the Constitution states:

> While the Adult Advisory Council will not control the Association, there is one requirement, namely: that the Youth Association will seek advice and consultation with the Adult Council on vital questions of policy.

This provision, in my judgment, gives a sense of responsibility to the delegates in the planning and carrying out of the activities of the association and makes it truly a youth association.

Seven Committees

The San Francisco Youth Association carries on its work at the present time through seven committees: World Affairs, Civic Affairs, Newspaper, Publicity, Radio, Research and Opinion Polling, and Delinquency Prevention.

How the Youth Association operates may be gleaned from some of the projects it carried on during its first two years. The World Affairs Committee cooperated fully with the UNESCO Regional Conference which was held in San Francisco last spring. The committee did this by sponsoring a citywide leadership meeting for teachers and group leaders based on the UNESCO program, furnished program suggestions, and distributed pamphlets and documents on the UNESCO program through the schools and youth agencies. A citywide youth forum and two radio broadcasts on UNESCO were held.

Following the UNESCO Conference, the Youth Association through the World Affairs Committee sponsored a collection of books for the Philippine Islands. Over thirty thousand textbooks were shipped to the University of the Philippines, which then distributed them to war-damaged schools.

This committee also sponsored the third anniversary celebration of the signing of the United Nations Charter in the War Memorial Auditorium where the actual signing took place in 1945. The program was built around a rededication to the aims of the United Nations, and the young people, through diligent research, worked out a ceremony which emphasized the positive contributions of the United Nations during its first three years of existence. A citywide youth chorus was formed to sing at the ceremony, and the Radio Committee sponsored two broadcasts in honor of the occasion.

The assistant secretary-general of the United Nations—Byron Price—who spoke at the meeting, wrote later that "no one who witnessed the San Francisco rededication ceremony . . . could fail to find the event highly stimulating and encouraging." Pointing out the hopefulness and significance of the fact that it was a group of young people who had planned and carried out the program, he commented that it "could only have been produced by these young people through patient research and real devotion to the cause of peace." This seemed to him, he said, "priceless in these days of confusion and . . . a bright augury for the future."

The same committee is this year working on additional projects in the field of world understanding, including provisions for collecting educational supplies for an adopted city in France. It is also considering a project, which, if adopted, would be worked on in a citywide manner. The idea is to write a Bill of Youth Human Rights paralleling the work of the Human Rights Commission. At this writing, the proposal is in the initial

discussion stage, but perhaps it is indicative of how projects are initiated.

Civic Affairs

The Civic Affairs Committee of the association adopted as its major project this past year, the study of the Report of the President's Committee on Civil Rights. A thousand reprints of the report were secured and were taken by the delegates to their respective schools and agencies. Discussions were held in various history and civics classes, and several school assemblies were held on the subject. The report and its implications for San Francisco were discussed by many youth groups. The motion picture "Make Way for Youth" produced by the youth division of the National Social Welfare Assembly, was used in several assemblies in connection with this project, with follow-up discussions on the implications of the picture. Over eight thousand students participated in the Civil Rights project.

As an integral part of this project, a youth forum was held with a panel discussion by young people and the district attorney on San Francisco's own concerns for civil rights. This program was broadcast over a local radio station. We have found our local stations to be most generous in furnishing time to the association to report on its activities and to discuss matters of interest to youth welfare.

The Civic Affairs Committee initiated the participation by the association in backing the recreation bond issue for $12,000,000 for new playgrounds for San Francisco. After studying the proposal, the association gave its backing to the project through the assembly and also furnished youth speakers before several groups such as service clubs, neighborhood improvement associations, and other civic groups. The bond issue passed and in the files of the association is an enthusiastic letter from the chairman of the Recreation Bond Issue Committee commending the effectiveness of the association's support in the campaign.

This year, the committee has under consideration a citywide vocational guidance project and a conference on the findings and recommendations of the statewide Governor's Conference on Youth Welfare.

The Newspaper Committee issues a newspaper periodically for the delegates on the activities of the association. It has also called together the editors of the various high school and agency newspapers to interpret the work and projects of the association through their papers.

The Publicity Committee has the job of publicizing the projects of the various committees, after they have been adopted by the association, by displays and mimeographed announcements, as well as furnishing stories to the metropolitan newspapers.

The Delinquency Prevention Committee was activated when the chairman of the Governor's Committee on Juvenile Justice requested the opinion of the Youth Association on the cause and cure of juvenile delinquency. This committee has been most diligent in its work, exploring the project through group discussions, calling in experts in the field and visiting Juvenile Halls, Juvenile Courts, and the areas of the city with the highest index of juvenile delinquency. The committee's report, when finished, will be the result of the best thinking that its members are able to bring to bear on the problem. The report will be taken by the delegates to their respective groups for consideration and possible change before being submitted to the Governor's Committee.

The Radio Committee has created and carried out several radio series around the subjects taken up by the association. These have included round table panel discussions by youth participants, interviews with experts in various fields, and forums. They are at present working on a youth-adult series around problems affecting high school students and their parents, as well as a series of vocational guidance. Programs have also been held on the needs of the Community Chest, Volunteer Youth Leadership Recruitment, UNESCO, United Nations and the United Nations Children's Appeal. Over forty radio programs have been held during the past two years.

After projects have been completed in committee, they are referred to the executive committee where they are considered and their implications for the total work of the association are discussed. If, in the judgment of the

Youthful Chinese Americans dramatize the signing of the UN Charter

Photo: *San Francisco Chronicle*

executive committee, the project is appropriate, it is scheduled for presentation to the next assembly.

The executive committee is the interim body of the association, and is made up of the officers of the association, the committee chairmen, and six members elected at large.

From Our Experience

Some tentative conclusions about the operation of the Youth Association have come out of the past two years' experience. These may be summed up as follows:

—The Youth Association and its activities must seem important to the youth delegates.

—The projects initiated and carried out by the association must have real significance to the delegates and not be just "made work."

—The delegates must have a sense that they are planning for youth welfare for the whole city.

—The Youth Association must initiate projects that can be taken back to the schools and intergroup councils and be of such a nature that they can have a place in the on-going programs of the schools or agencies.

—A cooperative federation such as the Youth Association takes time to get started, and the process is slow. Delegates coming from various schools and agencies from all parts of the city, with differing backgrounds, require time to get acquainted and to familiarize themselves with the workings of the Youth Association, especially in its formative years. It also takes time to work the proposed projects out in committee and then submit them to the assembly as a whole for adoption or modification.

Photo by Frederick Lyon

The district attorney joins council members in a radio broadcast

After this action, the projects are taken back to the respective school or agency for action.

—A youth association in a metropolitan city will require the full time of a professional worker. This means the problem of financing the project and insuring the continuity of the project for sufficient time so that it may become established without having to justify its usefulness during the necessarily slow process of organization. (We in San Francisco were fortunate in that the Columbia Foundation made an initial grant covering the first two and a half years of operation. As of 1949, the Youth Association becomes a member of the San Francisco Community Chest. This granting of admission to the chest in a year of greatly increased operation costs to member agencies without assurances of increased income production on the part of the chest's financial campaign is a heartening vote of confidence in the validity of the youth council idea.)

—There comes a point in the work of the association when it must move into action on definite projects or else the delegates will lose interest. There must be a fine balance between sufficient time for discussion and consideration of projects and action on them.

—The youth council idea requires interpretation, both to the delegates and to the cooperating schools and agencies, as to its function and place in the community.

Some of the difficulties encountered in a youth association such as the San Francisco Youth Association are:

—Delegates are usually the busiest students in high school.

—There is a constant turnover of delegates each year, and the process of interpreting the functions of the delegates must be repeated.

—Projects adopted by the association must enrich the ongoing programs of the member groups and schools.

—The planning and scheduling of projects must be done far enough in advance so that they may be fitted into the ongoing program of the member agencies and schools and yet allow for flexibility in the process.

—It must be constantly reemphasized that the delegates are *delegates* and representatives of their schools and agencies, and that the Youth Association is not "just another organization."

Among the advantages of the Youth Association is that it forms a medium of expression for the youth as a whole and, because its members represent a large segment of high school youth, their recommendations and projects can command attention. Also, the Youth Association is able to get a hearing in the press and radio because of its cooperative and inclusive nature.

THE SAN FRANCISCO YOUTH ASSOCIATION, because it cuts across racial, religious, and economic lines, demonstrates the validity of the democratic process. One of its greatest values is that it provides youth with the sense of planning for youth by youth, backed by the support of a sympathetic Adult Advisory Council that carries real weight in the life of the community.

And finally, the youth councils can kindle a zeal for community leadership and civic responsibility among delegates and members that can mean much for the future.

Herbert C. Clish, superintendent of schools in San Francisco, speaking at the annual meeting of the association last spring, brought out and emphasized this point.

"One of the difficulties confronting our democratic society," he said, "is the disinterest and inertia of too many adult citizens." Mentioning the quali-

(Continued on page 384)

Delegates come together to discuss the President's Civil Rights Program

Town Meeting By Mail

Chapter II: Late Returns

Since the appearance in our October issue of Wilmer Shields Rich's proposal for a practical plan of organization of future civilian services, announcement of a national plan for these services has been made. In light of these developments, both the first "town meeting by mail"—comments on Mrs. Rich's plan by leaders from all parts of the country—and the one in these pages take on added significance. As we promised in October, this space was reserved for letters of comment received after our publication deadline.

"As the organization is set up in Mrs. Rich's article it would appear that the complete direction of the program would be given through the Office of the President, which would mean that the political party in power would control and direct the program almost entirely. What is this going to do to the question of states rights and the fundamental desirability of having cooperation in the Governor's Office in each state? Would it be desirable to have the state office located in the Office of the Governor with all matters channeled there at least for information, advice and coordination?

"On the local level I notice that no mention is made of local council of social agencies or any other social planning agency which might be in existence. . . . I question whether any community can effectively use two central planning organizations at any time particularly in wartime.

"It seems to me that in wartime, peacetime needs are accentuated and that our personnel becomes critical and the need for funds great, so that we have no right to not use every resource available and to be as parsimonious of our social service personnel and equipment as we are of such materials as steel, oil, and the like.

"By these comments I do not mean that the development of this organization or civilian war services should be left to the whim of every local community's existing organizations; rather I think that some provision should be made for the federal agency to assist each local community through a state office to develop this program based on the needs of the particular community, its resources, and its relationship to the war effort."—*Mrs. William F. Knouff, executive director, National Conference on Prevention and Control of Juvenile Delinquency.*

◆ ◆ ◆

"I have read Mrs. Rich's article with much interest and emphatically agree with the principle that the protective services of civil defense should be entirely disassociated from the civilian war services. The two are incompatible with each other, and combining them in a single operational agency leads only to confusion, the inadvisable commingling of activities, and far less effective performance. Appreciating that in any future war this country will undergo direct attack, the responsibilities of the protective services will be such as not to permit the rash procedure of also using the volunteers for other purposes.

"I believe that members of the civilian war services will likewise greatly prefer to function as an independent agency, and as such will produce much better results in these important efforts."—*Donald S. Leonard, commissioner, Michigan State Police.*

◆ ◆ ◆

"Acting in the capacity of executive director of the Bridgeport War Council, I learned through firsthand experience that it was possible to have all types and groups working together, provided the original plan of organization is set up to include these groups at the planning level.

What can be done in a city like Bridgeport, which represents such a cosmopolitan population, can be done in any other community. May I say that you are to be congratulated on publishing this article at this particular time."—*Dorothy A. Mohr, executive secretary, The Volunteer Bureau, Bridgeport, Conn.*

◆ ◆ ◆

"The program and organization which Mrs. Rich sketches should not short-circuit the state. In many cases the organization and the program might seem to go slower, but I think in the long run it is sounder community organization and ultimately more effective."—*Arthur E. Fink, director, Division of Public Welfare and Social Work, The University of North Carolina.*

◆ ◆ ◆

"Richmond is already receiving requests from Camp Pickett and Camp Lee for recreational services. These camps are being reactivated and are asking for help from the communities with their programs. At the request of the mayor, we are again setting up a civilian committee using our department to coordinate resources to meet the new demand. The committee is composed of members of our former executive committee of the Richmond Defense Service Unit including the chairman of the Richmond Community Council.

"The situation is similar to that which existed in 1941 when Richmond mobilized her forces to serve five camps in the area which were filled with men before federal agencies were ready to help.

Mrs. Rich's recommendations, growing out of her experience in Washington, deserve careful consideration, for they have great merit. Since civil defense is a highly technical field and civilian war services a more flexible program, her recommendation that national legislation be passed setting up an Office of Organization for War Services simultaneously with an Office of Civil Defense is, in our opinion, sound. It should not, however, affect localities mobilizing under one official head."—*Clair McCarthy, superintendent of recreation, Department of Recreation and Parks, Richmond, Va.*

◆ ◆ ◆

"As one who worked in the *field* from October 1941 throughout the various national office regimes, I am convinced that if the following suggestions Mrs. Rich makes are followed, a great deal of the confusion and ineffectiveness of local community organization will be eliminated:

1. There should be an Office of Organization for War Services, located in the Office of the President and that

it should be the *only* federal agency responsible for local community organization for war services;

2. That this office be set up coincident with an Office of Civil Defense;

3. That *all* federal agencies carryon war services programs should be *required* to work through such an office (we in the field spent a great deal of time helping harassed, confused community leaders change unworkable plans given them by representatives of other federal agencies who did not understand sound community organization techniques and procedures);

4. That the national office maintain close and continuous liaison with all federal agencies, national publicity office, national private agencies and associations and national citizens groups —(the importance of this cannot be overstressed);

5. That the national office be responsible for assistance in mobilizing volunteer manpower.

However, I think, Mrs. Rich has left out one very important responsibility of a national office of Organization for War Services.

"I feel strongly that one of the major responsibilities of such an office should be guidance and service to states concerning the structure and function of State War Services Offices.

"I cannot conceive of a national war services program without state offices and state staff. The states will set something up whether requested to or not. Furthermore, I cannot see a national office having sufficient budget to employ sufficient field staff to serve *all* communities or even the larger ones in *all* states.

"For the above reasons I recommend that Mrs. Rich's proposal include a statement that one of the major functions of the federal office would be to assist states to organize and help guide the functioning of State War Services Offices."—*Mrs. Vlad Sullivan, Atlanta-Fulton County Citizens Crime Prevention Commission, Inc., Atlanta, Ga.*

◆ ◆ ◆

"(1) I fully agree that effective civilian effort in wartime has three parts; and the division of these three parts, as set out in the article, seems entirely proper. (2) It is impossible for me to disagree with the idea of having civilian defense organized on a national basis, with a line of command rather than on a purely community basis. (3) The idea of eliminating competition among federal agencies in local communities in war services is, in my humble opinion, one of the strongest "musts" in the entire proposal. (4) It would indeed be chaotic in our community if volunteers were recruited through more than one agency. (5) The idea of the coordination of the Office of Civilian Defense and the Office of Organization for War Services, in times of serious emergencies, seems to be well considered.

"It would seem that local communities have functioned so recently in comparable activities that the completion of the organization of these important services on a local level could safely await a crisis in the international picture.

"However, I fully agree with the proposition that when one office is created the other should be simultaneously organized."—*C. Ellis Henican of Henican, James and Clereland, attorneys-at-law, New Orleans, La.*

◆ ◆ ◆

"I am in full agreement with the main thesis of the article. The division of duties makes sense. I am not sure that the Office for Organization of War Services should be directly in the Office of the President. I am afraid of the political implications. I hoped that the article would point out more on the use of voluntary agencies." —*Harry M. Carey, executive director, Greater Boston Community Fund.*

◆ ◆ ◆

"I do not agree that 'all federal agencies carrying on war services programs should be required to work through an Office of Organization for War Services . . . ' My work with the Recreation Division, office of Community War Services, FSA, during the last war, illustrated that in many cases the working with local OCD people was most desirable; but in some instances, to make this working relationship mandatory, would have hampered the war effort—some local OCD (and some state OCD) programs had too much of a political relationship to render adequate services. No, I would say that the federal agencies should work in the manner that would get the best results, whether through OCD, or otherwise."—*Harold J. Weekley, executive secretary, Council of Social Agencies, Burlington, N. C.*

◆ ◆ ◆

"Even if one disagreed with the proposal, which I do not, one would have to express thanks that a qualified person had stepped up to the problem before the fire started.

"These two good suggestions have been advanced by Ernest F. Witte, executive secretary of our Council of Social Agencies: (1) That the fullest possible use be made of the existing planning groups at the local level. (2) That the proposed organizational structure would be greatly clarified by the use of a chart or two."—*George F. Hamilton, executive director, Community Chest and Council of Seattle and King County.*

◆ ◆ ◆

"I am especially sure that our biggest mistake was in setting up a brand new structure in every town, like the OCD. The purpose of this, of course, was to achieve uniformity, but I still think that if the same energy, money, and manpower had been used to expand and strengthen existing local agencies whether they were chambers of commerce, councils, service clubs, or what not, that our civilian defense program would have been much more effective. This type of organization, of course, doesn't look pretty on paper, but that was the way that results were gotten in this town and in others."—*Howard P. Hunt, executive director, Greater Muskegon Community Fund, Mich.*

◆ ◆ ◆

I quite agree with Mrs. Rich's main thesis, namely, that civilian protection is a line service, which needs to be administered directly by the Department of National Defense, that local emergency services should be administered by operating agencies and not directly by civilian councils, and that responsibility for recruitment and assignment of civilian manpower for emergency services might well be carried as a responsibility of the local civilian councils.

"However it seems to me that there are a number of further points which need to be considered carefully both in local communities, and by the federal government and, major national social agencies. Among them I would include the following:

"1. There has been an impressive increase in the number and quality of local councils of social agencies in the United States since 1940. About all communities of 100,000 and over have fairly effective local planning organizations in the health and welfare field, as well as many smaller communities. Where the structure of these agencies permits, I think it would be highly advisable, in the event of extensive civilian mobilization, to use these councils as the nucleus of civilian councils.

"2. Where new civilian councils may be needed, much more care needs to be given to the recruitment and training of personnel for these positions than was true during the war. A national inservice training program should be included in the plan. Local communities should pick their own personnel within specifications set up nationally.

"3. Civilian councils—and local councils of social agencies where they may be used—should correspond in their coverage with the major political units in a locality.

"4. I would consider it essential that staff members in volunteer offices be given much better and more intensive training than was true in the war period.

"5. Where does the Red Cross fit into this picture? There was certainly a good deal of rivalry between ARC, civilian defense councils, and other agencies which needs to be reduced.

"6. In general the relationship between existing agencies and necessary temporary emergency agencies should be clearly worked out. Not only in relation to councils of social agencies, but in relationship to certain other essential civilian services, careful attention needs to be given to the ability of existing agencies to absorb new functions. This might be particularly true with such needs as day care, expanded recreational services, emergency relief, and so on, where existing agencies might well assume additional responsibilities. Where voluntary agencies are used, sectarian designations should be avoided.

"7. In organization of recreation services for military personnel some of the mistakes of the wartime USO should be avoided. Especially is it important to avoid the sectarian designation of military recreation centers such as was had during the war. This frequently caused bitter community antagonisms, and limited quality of service.—*Campbell G. Murphy, associate professor, School of Social Work, University of Denver.*

◆ ◆ ◆

"While I believe implicitly that in a future program of war services there should certainly be a more beaten track between local war service councils and the national Office of Organization for War Services, Mrs. Rich does not make clear in her article how this could be acceptable to regional and state offices. While I am aware that the 'States Right' philosophy is very much in the open at the moment I also recall that there was equally as vigorous opposition to local contact with the Washington office—this opposition being expressed by the regional staff."—*Mary E. Judy, executive secretary, Council of Social Agencies, Jacksonville, Fla.*

◆ ◆ ◆

"My chief caution is that professional personnel in the proposed organization for war services, top to bottom, must be completely super if other specialized federal service workers are to be expected to rely on it for community organization adequate to support their particular programs. Frankly, I found few OCD shows, at state and local level, to which I could have left the community organization for social protection."—*Earle G. Lippincott, program secretary, United Health and Welfare Fund of Michigan, Inc., Lansing.*

◆ ◆ ◆

"I do think there should be some plans made whereby organized groups can step into the breach quickly and provide all needed care for persons in the event of an attack of any description. I do not have the slightest idea as to how to go about this; however, I do sincerely believe that we cannot depend entirely on volunteer personnel to do these tasks. It must be either the state, the federal, or the local government."—*Arthur S. Owens, city manager, Roanoke, Va.*

◆ ◆ ◆

"Mrs. Rich gets to the crux of the matter when she states: 'There is a background of twenty years of experience in the organization of communities for social welfare which demonstrates beyond a doubt that planning of services and the mobilization of volunteers are compatible with a planning agency.'

" Its immediacy stems from the importance of organizing the Offices of Defense and War Services simultaneously—although separately—and before the mistakes of 1940 and 1941 are repeated.

"If community organization people know any one thing, it is the importance of creating a research-based plan before the urgency for action is upon them. Now is the time . . ."—*John B. Dillencourt, executive director, Community Chest Serving Pasadena and Altadena, Calif.*

◆ ◆ ◆

"I have read the preprint of the article by Mrs. Wilmer Shields Rich, "Can We Profit from Previous Mistakes?" to be included in the SURVEY *Midmonthly*, October 1948, and I am heartily in accord with the need for advance planning in the field she discusses.

"At the present time there are various federal agencies in touch with state and local governments concerning many of their construction and service programs. In event of war, these contacts will be invaluable and can be expanded to assist in the providing of new facilities and services as required by wartime conditions. That these programs would be the better for advance planning and proper coordination goes without saying."—*Philip B. Fleming, major general, USA, administrator, Federal Works Agency.*

◆ ◆ ◆

"I agree with the need for guidance and advice in community organization and with the 'close liaison' with federal agencies, but I do not agree with the suggestion of an over-all agency responsible to the President through which 'all federal agencies carrying on war services should be *required* to work.'

"The implication I object to in the article is badly stated in the beginning of your letter, 'If communities are again to be confused and disorganized by federal programs.' That is not the impression I had from my contacts either with workers in my own agency, in other government agencies, or with local officials or citizens. Neither is it my recollection that the organization of communities for the total war program failed until OCD was given authority in 1943. Community (not civilian) War Services and its predecessors were responsible for considerable coordination before and after that date."—*Wm. G. Robinson, assistant in community organization, Community Adult Education, University of Michigan.*

◆ ◆ ◆

"I agree most heartily that war services and protection should never be teamed again. It was an impossible combination except in very limited areas. Moreover, the type of thinking required for one branch was so radically different from that in the other that the marriage made for constant and continuing friction.

"Federal programs have not begun to reach communities like Grand Rapids yet. Until they do, it will be hard to sell the council-committee set up, since the need won't be apparent. Aside from this, however, I think that our idea in OCD was right. What made it hard to put across was the de-

sire of each federal agency to have some organized group in each local community, which it could depend on to do its special job—like bond sales. From the standpoint of one agency that was the only sure way to do the job. You would be fighting the same thing in the next war and perhaps no more successfully than we were able to do. That doesn't mean it is not worth trying to do again and the success might be greater if the effort began earlier."—*John B. Martin, Jr., Grand Rapids, Mich., formerly acting director of OCD.*

◆ ◆ ◆

"I fear that Mrs. Rich has limited and perhaps weakened her proposals by advancing them as measures of preparedness against the contingencies of another war. In time of peace, as well as in war, there is need for joint planning and coordination of federal services within local communities. Within the various states there is equal need for competent community organization leadership to integrate the services of the federal, state, and local governments and to develop intelligent participation by citizens and their many voluntary agencies for community service.

"Without debating the contention that community organization is not properly a federal administrative service, one can contend with validity that the coordination of federal services is a proper part of public administration and, further, that the local extension of federal services justifies federal encouragement and assistance to the states in the provision of community organization service. Such assistance, if granted, could extend and weld into an effective and nationwide system the community organization services that are now available almost exclusively within the larger cities.

"There is merit to Mrs. Rich's proposals, but must we tie the proposals to a war situation which we hope will resolve itself into genuine peace?"—*T. L. Swander, campaign director, Community Chest of San Antonio.*

◆ ◆ ◆

"I have no question about Mrs. Rich's thesis that we should plan early and thoroughly and that we should profit from the mistakes that have been made. I am also in complete agreement that a great deal of confusion characterized early civilian efforts to organize and participate in the war effort during the first phases of World War II. I am also willing to assume that not a little of the confusion stemmed from confusion among the various federal agencies that believed they had a basis for assuming some responsibility in this area.

"I am not opposed to the creation of additional governmental agencies or offices when they are needed. I do think, though, that if responsibility for a function of limited duration is to be assumed by the federal government we need first to consider very carefully the resources for carrying out this responsibility that are already represented by the existing agencies.

"I believe that Mrs. Rich's article would be strengthened by a greater recognition of the significant role that will be played in any planning activities by agencies and officials at the state level. Throughout her article the tendency is to emphasize the importance of organization for effective operation at the local level. I agree that this is the ultimate aim and is the goal toward which the federal agencies should work; however, some of the most important contributions to effective organization of local communities in a state can be made by the agencie at the state level.

Then, too, the proposed federal Office of Organization for War Service will wish to make maximum utilization of existing agencies in all of the fields in which it is interested. Essential to any such utilization of existing resources would be the inclusion, at least in an advisory capacity to the state Organization for War Services Office and more desirably in an administrative capacity, of the responsible officials of the state agencies directly concerned with the particular fields of activity.

"It is highly important that we keep in mind the significance of a clear-cut definition of responsibility between the military authorities and civilians. In the matter of planning for evacuation, for example, I believe it is clearly a military responsibility to decide that an area should be evacuated and decide when the evacuation should take place. I am just as firmly convinced that it is essential that the decision as to where evacuees shall be sent for reception is almost entirely a civilian decision and that planning for reception services and organizing communities for this activity should be in the hands of the civilian agency. You know that the Army in the last war made the decision to have the Japanese sent to War Relocation Camps without any consultation with civilian agencies. I believe such a decision should be made by the President and his Cabinet on recommendation made by civilian agencies, such as the Federal Security Agency." — *Jane M. Hoey, director, Bureau of Public Assistance, Social Security Administration.*

◆ ◆ ◆

"I think Mrs. Rich has done a remarkable job in setting forth the plans of how to organize future civilian service.

"The most impressive part of her whole article is pointing out the necessity of the organization of the two branches concurrently and a realization that the defense angle should certainly be dominated from the national level down, while the service end should be only directed from the federal level.

"I notice from several trade bulletins and also from some of the news services that a defense program will be announced the early part of the year. If such is the case, surely the civilian service program should be announced at that time. Personally, if I have any preference, I would recommend that the service program be announced first, in order to avoid the confusion that came last time out of the organization of the defense setup before the service division was really activated."—*Gus P. Backman, secretary, Salt Lake City Chamber of Commerce.*

◆ ◆ ◆

"While there is certainly a great list of "jobs to be done" in such a situation, I feel that we should think the job through to the best of our ability as one of gearing the total community to a higher level of productivity.

"This job, like any undertaken by the people of a democracy, must be a genuinely creative one. To realize a greater potential of war service, communities must grow to new insights, new integration, new skills of production and group action. This means that people must grow to a higher level of capacity, and this, of course, means that there is a great educative function. For this reason, training for community leadership (undertaken in cooperation with existing agencies) might be a major function of the proposed federal agency. If a choice were necessary, more time might be given to such an activity and less to the preparation of materials concerning the carrying out of various programs."—*Harry B. Williams, assistant director, radio research program, Institute for Research in Social Science, The University of North Carolina.*

From a Volunteer's Notebook

Notes made during a housing survey done by a neighborhood group in a large industrial city, and edited by MARJORIE PATTEN

This block was not unlike hundreds of others in the sprawling broken-down heart of the city. The little, two-story houses huddled close together. Here and there dusty flower beds tried to make the passers-by forget the broken blinds, the unpainted, dirty clapboards, the sagging porch roofs.

Tall weeds grew along the drunken fences. The alleys stank with too long neglected garbage heaps. In an empty lot, littered with old cans, broken glass, and weeds, a group of small boys were kicking up dust as they marched round and round with make-believe guns over their shoulders—serious, quiet soldiers fighting their own poor war on their shabby battleground.

As I visited one after another of my neighbors on the block, listening to what they had to say about their world, I saw that most of their homes were hardly more than a heap of dilapidated boards falling in over their heads. Yet no one seemed overresentful about the surroundings. Most of them rented their quarters and were eager to disclaim ownership.

In one upstairs flat, five neighbors were chatting. How neat and starched and clean they looked in spite of the drab room, with its faded overstuffed divan, armchair with sagging springs, and bare table! The story of brave but near futile struggle against circumstances told itself in their conversation.

"The plaster along one wall was broken in so many places, that my husband just boarded it up."

"Jim's working nights now at the factory. We all hate it, but it makes it easier in a way—there's one more place to sleep."

"There's hardly a room in any house on the street without at least one bed in it. I had to put my new Frigidaire right in the parlor beside my bed."

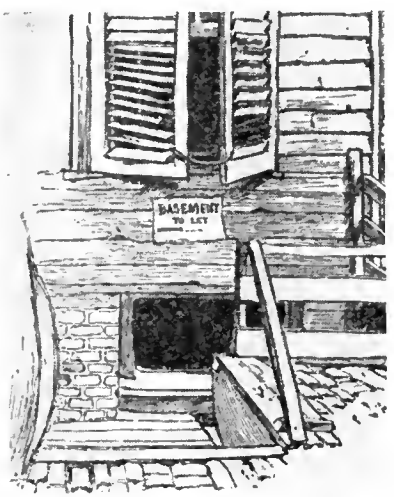
"My boy sleeps in the same room with the two roomers—just a curtain between the beds. He's young, though—he doesn't mind."

A young wife was worried about her sick husband. "I don't know what's wrong with him. His fever just comes and goes. I guess it means a doctor."

Down on the stairs, a little boy began to cry. His mother and I walked down together. "Poor kid, he has a bad time of it. Just no place to play, and I hate to have him in the street. Even when you have the money, the movie house ain't fit for kids no more. There's two or three swings in the school yard, but they don't go so far with so many. My children mostly play under the sink in the kitchen. Seems like there's no place else."

Next I visited a widow just home from the hospital after an operation. Cheerfully she said she hoped she'd get stronger now and be able to do more. Today, though, she was worried about her roomer, an old lady who made rugs to help pay the rent and buy food. "I wish you could see them. No store ever had better ones. She won't be able to keep on, though, she's most blind. It would be fine if she would teach some of the younger women, but I don't know, we don't get together much down here. I don't know my neighbors. All I know is every room in the next house has at least one roomer and they come and go. But I don't know who they are."

A sad-faced woman leaned on a fence talking to a baby, who was squatting on the sidewalk, playing train with some dirty blocks. As we talked, I asked what one did in the neighborhood for a good time. "A good time? Nothing. There 's no place but the beer-hall and the poolroom. I don't belong to anything and don't go no place on account of the baby. My man works nights anyway. Used to be we went over town once in a while to see a show, but no more."



Courtesy: Community Service Society of New York

In the little store that was part beauty parlor and part lunch room, the owner talked in a friendly fashion as he prepared my sandwich. We got to talking about our home states.

"I grew up in Charleston," he said. "I was happy when I was a kid. Sometimes I get so homesick here I could die. If you've lived in a place like I did, there's a certain memory about it you always carry with you. You can't describe it—but you can smell it, taste it, remember it. Know what I mean?

"People ought not to have to live like my neighbors do. It takes the heart out of them. These houses—if you can call 'em houses—haven't had any repairs since ever. The rent is a lot higher than folks can afford to pay. That one over there has a four room downstairs flat—no real bath. Fact is, there aren't more than two bath tubs on the block. One room for nine people to eat in, sleep in, live in—and they pay $60. They want to move but where can they go? Maybe they'll save up enough to buy a little place. Wish I could.

"Lots of kids live around here. I see them sitting around, hanging around, but they never seem to be happy, the way I used to be. These aren't bad folks. . . . Take that man that runs the pool hall around the corner—he's rough and all that but he keeps that place clean and sober and decent. Anybody gets tough in there—out he goes."

Riding back on the bus to the place I call home, I thought of the homes

(Continued on page 384)

Attention, 81st Congress!

BARBARA BENT BATES

Early in November, President Truman asked all federal agencies to let him know what legislative proposals they wished included in his "State of the Union" message to the incoming Congress. Taking a leaf from the President's book, THE SURVEY *Midmonthly* has attempted to find out what the legislative priorities are from the viewpoint of executives of voluntary health and welfare agencies. Twenty-four national agencies, sponsoring health, welfare, and educational programs, responded to our inquiries. In spite of their special concerns, their proposals overlapped enough to indicate that certain reforms are basic to the continued effectiveness of almost every social endeavor. First in importance, if frequency of mention means anything, are: the broadening of the social insurances; widening the scope of the federal housing program; establishment of a federal department of health, education, and welfare; federal aid to education; expansion of services to children; institution of a compulsory health insurance system.

Space prohibits the inclusion here of the full particulars suggested by each organization, but a brief summary and a few individual comments might reveal some of the reasons for the urgency of these and other proposals.

Social Security

Most popular of all proposals is extension of the social insurance program —a step being urged by twelve of the twenty-four agencies. Seven are also calling for increased benefits to bring them more in line with present living costs. The American Public Welfare Association stresses both moves as "the only sound way to relieve the growing burden on assistance"; while the American Association of Social Workers goes even further, in recommending not only broader coverage but a more comprehensive program to provide "security against the major risks of old age, unemployment, illness, maternity, disability, injury at work, and death of the wage earner."

Several other organizations are especially concerned over the extension of security to specific groups not now included in the Old Age and Survivors Insurance program. The Family Service Association of America favors inclusion of "the self-employed, among others," while the National Urban League wants protection for the "millions of uncovered workers such as government employes." In a personal statement, Robert E. Bondy, executive director, National Social Welfare Assembly, urges inclusion of employes of nonprofit organizations. The National Organization for Public Health Nursing wants all nurses included.

New types of insurance benefits are suggested by a number of agencies besides the AASW. Among others, the National Consumers League asks that the insurance provisions of the Social Security Act be expanded to provide sickness and accident benefits. The National Society for Crippled Children and Adults suggests benefits for handicapped persons, particularly those who are wholly or partially unemployable, because "such persons in the main are not in need of institutional care and yet are not self-supporting and cannot be provided for under the general relief program." Disability benefits for blind persons, without a means test, are favored by the American Foundation for the Blind, as handicap allowances to offset the economic disadvantages of blindness.

Several organizations also ask for expansion of other parts of the security program.

The American Public Welfare Association urges enactment of the comprehensive system of assistance and welfare services—including grants-in-aid for general relief—outlined in its well known "platform," and points out that federal aid for these services should be made proportionate to the fiscal capacity of each state. The American Association of Social Workers also advocates comprehensive welfare services, and wants these made available to any needy person, irrespective of reason for need or place of residence. The association recommends aid to the states for strengthening the family services of public welfare agencies.

Federal participation in the program of general assistance is also urged by the Family Service Association of America.

Housing

An adequate housing program is the second most frequently mentioned need among those listed by the twenty-four agencies. Ten organizations recommend a broadening of the present federal program to provide aid for low-cost public housing and slum clearance. Four urge legislation similar to last session's bipartisan Taft-Ellender-Wagner bill, which called for federal aid to low-rent public housing, slum clearance and redevelopment, rural housing, and various aids to the private building industry. One of these, the National Association for the Advancement of Colored People, stresses the need for writing in "safeguards against discrimination and segregation by individuals as well as by local and state agencies."

The National Public Housing Conference goes still further. Holding that the T-E-W bill represented a compromise between public need and political expediency, the conference urges the adoption of a more comprehensive program including: a public low-rent housing program for families that cannot afford to pay economic rents; federal aid for slum clearance and urban redevelopment, with guarantees of adequate shelter for rehoused families; federal assistance for the improvement of farm housing and other rural, substandard shelter; housing research directed not only toward cheaper homes but also toward better communities, more adequate management practices, but with the basic purpose of reducing the cost to the consumer.

Eight organizations, particularly those concerned with services to families and individuals, urge the establishment of a federal department of health, education, and welfare. The 80th Congress postponed action on a bill to this end, partly to await the report of the Hoover Commission on the reorganization of the federal government.

Seven organizations call for some form of federal assistance to education, particularly with a view to raising standards among elementary and high schools in the poorer states. The National Urban League favors enactment of the Federal Aid to Education bill, introduced in the last session of Congress. This measure provided $300,000,000 a year in grants-in-aid to enable every state to spend a minimum of $50 a year per school pupil. Backing the same measure, Gertrude F. Zimand, general secretary, National Child Labor Committee, declares that "nothing will do so much to keep teenage boys and girls from leaving school for work as providing a financial basis for education that will make possible, throughout the country, the development of adequate and varied school programs and school services under skilled leaders, teachers, and counselors."

Other areas of education also are stressed. The National Urban League urges federal support for education at all levels from nursery school through college. The National Society for Crippled Children and Adults suggests increased appropriations to the U. S. Office of Education to support the special educational program for mentally or emotionally handicapped children, and to enable it to encourage more adequate education for gifted children. The National Organization for Public Health Nursing endorses federal aid for nursing education.

Seven organizations emphasize the need for more comprehensive child health and welfare services. Three point out that much could be done through increased financial support for existing programs, many of which have excellent enabling legislation but lack funds to do an adequate job. The National Organization for Public Health Nursing emphasizes the need for more funds for the children's services of the U. S. Public Health Service and the U. S. Children's Bureau and for the Department of Agriculture's school lunch program. The National Society for Crippled Children and Adults urges more adequate support of the programs for crippled children carried on by the Children's Bureau and the Office of Vocational Rehabilitation. The society particularly recommends provisions for the 400,000 cerebral palsied children for whom services are all but nonexistent at the present time.

The National Urban League calls for federal legislation to meet such primary child needs as family security, adequate education and recreation, health services, vocational training, and protection against social hazards and child labor exploitation.

The National Probation and Parole Association urges several measures for the improvement of federal services concerned with juvenile delinquency. The association points out that Attorney General Tom Clark's campaign to awaken the nation to the delinquency problem has received no direct support or authorization through federal legislation. The association urges appropriations to strengthen the educational and advisory services conducted by the Children's Bureau and utilization of the bureau's child welfare funds for aiding local services for delinquent as well as dependent children. Other recommendations include: legislation to authorize the use of ADC funds to transport runaway children back to their homes, and to provide grants-in-aid to states for the development of modern facilities and programs for the treatment of crime and delinquency.

Health

Among the nine organizations which recommend expansion of federal health services, four call for the institution of a health insurance program. These are: the American Association of Social Workers, the National Consumers League, the National Urban League, and the Committee for the Nation's Health. In addition, Frank J. Hertel, general director, Family Service Association of America, who points out that he can only speak as an individual and not for his agency, stresses the urgent need for "a federally sponsored system of health insurance." Also, the labor-employe participation department, Community Chests and Councils of America, reports strong labor backing for "application of the insurance principle" in meeting our health needs.

The Committee for the Nation's Health has worked out a detailed program through which Congress could make medical care available to the whole American people. The center of this program is a national health insurance system, involving a national fund, set up by employes, employers, and some general public revenues. People would have free choice of doctors.

(Continued on page 383)

Correspondents

Joseph P. Anderson, executive secretary, *American Association of Social Workers*
Robert E. Bondy, director, *National Social Welfare Assembly, Inc.*
Ruth M. Bronson, secretary, *National Congress of American Indians*
V. K. Brown, president, *American Recreation Society*
Charles L. Chute, vice president, *National Probation and Parole Association*
Michael M. Davis, chairman, executive committee, *Committee for the Nation's Health, Inc.*
Earl G. Harrison, chairman, *Citizens Committee on Displaced Persons*
Frank J. Hertel, general director, *Family Service Association of America*
Howard W. Hopkirk, executive director, *Child Welfare League of America, Inc.*
Robert B. Irwin, executive director, *American Foundation for the Blind*
Lee F. Johnson, executive vice president, *National Public Housing Conference, Inc.*
Lawrence J. Linck, executive director, *The National Society for Crippled Children and Adults, Inc.*
Elizabeth S. Magee, general secretary, *National Consumers League*
Wilbur F. Maxwell, director, Labor-Employe Participation Department, *Community Chests and Councils of America*
Leonard W. Mayo, chairman, *National Commission for Children and Youth*
Guichard Parris, director of promotion and publicity, *National Urban League*
Mary E. Shaw, editor, *Public Health Nursing, National Organization for Public Health Nursing*
Dr. George S. Stevenson, medical director, *The National Committee for Mental Hygiene, Inc.*
Anna Lord Strauss, president, *League of Women Voters of the United States*
Walter White, secretary, *National Association for the Advancement of Colored People*
E. B. Whitten, executive secretary, *National Rehabilitation Association*
Elizabeth Wickenden, Washington Representative, *American Public Welfare Association*
Arthur Williams, *National Recreation Association*
Gertrude F. Zimand, general secretary, *National Child Labor Committee*

EPITOMES

CHILD WELFARE
JOURNAL OF THE CHILD WELFARE LEAGUE OF AMERICA, INC.

Changing Uses of Children's Institutions

Jack R. Parsons

In this country, residential nurseries are few, and we question the use of any institutional care for children of nursery school age. For older children, the institution is increasingly being used as a distinctly specialized service. I am sure, however, that some of the principles of the Hampstead Nursery [in England] have value for the entire institutional field. Details are well described in "Young Children in War Time," by Dorothy Burlingame, and "Infants Without Families," by Anna Freud.

In the first place, have we made use of trained persons in our institutions? Are we getting the best people, or the candidates who are "left over" from other fields? At the Hampstead Nursery we had an opportunity to see in action the best staff obtainable—professional persons who knew and had the courage to practice a philosophy of child care by no means new but certainly untried in the majority of institutions.

Second, are we really using all sources of personnel in the management of our institutions? I am sure we are not. Utilizing volunteers and persons in training can and will have lasting advantages.

Third, the obligation to strengthen family ties is one we can no longer ignore. Are most of our visiting days and hours for the convenience of staff and institutional program—or of parents? The reception given parents by the staff is important. Meals to visitors at institutions are a plaguing question, yet what a great deal this simple act can do to strengthen family ties.

Fourth, it does no good for an institution to speak of individualizing a child's needs unless the staff have the time, patience, and knowledge to meet these needs. Figure out the amount of time spent by staff members directly with children and compare it with staff time spent in maintenance, physical plant care, production or administration. Where a family setting is desirable, it is sheer quackery to speak of individualizing with thirty or forty children to a cottage.

Finally, we can learn from the Hampstead experience something regarding research. For example, the directors found some disadvantages to their children in residential nursery life. They presented these with their other findings. Here was no cover-up. "Here is what we found—learn from it what you may, for it belongs to all." —*Child Welfare, December.*

JOURNAL OF Social Casework
Formerly THE FAMILY

The Caseworker's Relation to Shock Therapy

Louis Ziskind

No one can watch the dramatic effect of shock therapy without being impressed. For the first time, a therapy has been demonstrated which can frequently alter the course of the functional neuroses in a well-nigh predictable manner. The objectives of this paper are: to present a picture of the shock therapies and to discuss the social worker's role in their application and in follow-up studies.

Of the methods tried to date, insulin and electrical therapy have proved the most effective. Early treatment markedly increases the recovery rate and shortens the illness.

The therapies are empirical since the mechanism of recovery is not understood. There are many theories. Prominent among [the psychological theories] is the concept that the treatment is a potential death threat to the organism. This awakens an automatic response which effects a return to reality. The physico-chemical theories point to changes in bodily processes as the important item in recovery.

For the average physically healthy patient, the complications of shock treatment are negligible.

Caseworkers have an important role to play in the application of shock therapies. Probably the greatest resistance to treatment is due to the layman's fear of the unknown. Caseworkers are frequently called upon to allay these fears. Caseworkers perform an important service in locating persons to take over commitment procedures.

Many well-meaning families will condemn patients to a lifetime of mental illness by permitting the opportune time for treatment to slip by while making other plans. Caseworkers are in a position to combat these attitudes. A caseworker in contact with a treatment unit has the constant problem of interpreting to family and patient the importance of completing a full course of treatment. More failures, in the depressions at least, are due to incomplete courses of treatment than to any other single factor. Early recognition of the return of symptoms and early return to treatment can prevent complete relapse. Hence, supervision of released patients assumes major importance. Caseworkers form an integral part of the follow-up study staffs.

Above all, it is important that caseworkers retain an open mind regarding the therapies. They should not be too prone to discredit these treatments because they do not have all the answers nor should they attribute to them a cure-all quality.—*Journal of Social Casework, December.*

COMMUNITY

Grandma Moses Receives Callers

Mildred Plapinger

"And I'm Grandma!" That self-introduction, uttered by a pint-size twinkly-eyed lady of eighty-eight, settled once and for all the question of whether America's leading primitive painter is to be addressed as "Mrs. Moses" or just plain "Grandma." It settled it, at least, for the group of radio people, photographers, Commu-

nity Chest representatives, agency workers, and Red Feather children who journeyed to Eagle Bridge, N. Y., on October 20, to help Grandma Moses present [an] oil painting to the Community Chests of America.

The picture, titled "The Red Feather," is set in the midst of rolling hills and fields. It's springtime and youngsters dance merrily around a Red Feather flagpole, symbolizing the care afforded children by the Red Feather services. Plans call for it to travel all over America as "a goodwill ambassador" for the Community Chests.—*Community, November.*

RECREATION

Recreation Trends in the Rural Community

A. F. Wileden

It is highly significant that the National Recreation Association should hold its National Congress here at Omaha, in the rural middlewest, and that it should be devoting so much time to rural recreation and to recreation in small communities. One of the major matters of present-day concern is with the types of recreation organization most adaptable to small rural communities.

One of the most fruitful ways of analyzing our methods of organization for carrying on recreation programs is by observing its chronological stages of development. Historically, in rural America, our leisure time activities have been closely associated with our work habits. This was the day of the barn raising and the husking bee. Some groups are still in this stage. A second stage, the one in which most rural and small communities find themselves today, is the volunteer recreation leader stage and really is divided into two periods.

The first of these was when rural social life tended to center around school and church. However, since World War I, an almost entirely new era of special interest groups has come into being. I am referring to the increased expansion [of such groups as] the Grange, the Lions Clubs, and 4-H Clubs, most of them concerned with selected phases of recreation.

This has given rise to major organizational problems. One is the need for these groups to get together and plan for the total needs of the area. This has led to the development in many areas of community councils. Another need is for "trained recreation leaders." Very few are available. The immediate solution is to provide large numbers of volunteer leaders. It is this task that a number of states are now meeting through the Recreation Leaders Laboratory movement.

A third stage and one which will become more important is [recreation's] development as a public responsibility. Today, even some very small communities are employing recreation directors out of public funds. I do not wish to imply that all professional leaders should be employed through public funds. Many private agencies should, and will, continue to provide their constituencies with staff qualified in this field. Neither do I wish to imply that such leadership will supplant volunteer leadership. What is likely to develop in the small community is professionally trained direction for the program, using a staff of volunteer leadership.—*Recreation, December.*

AMERICAN JOURNAL OF
PUBLIC HEALTH
and THE NATION'S HEALTH

Penicillin or Silver Nitrate as a Prophylactic Agent Against Ophthalmia Neonatorum

Conrad Berens, M.D., and Franklin M. Foote, M.D.

Many have asked whether penicillin should replace silver nitrate as a prophylactic in ophthalmia neonatorum. The District of Columbia and all of the states except Utah have regulations requiring the use of a prophylactic agent in the eyes of the newborn. In most instances, the law either leaves to the discretion of the health department the type of agent to be used or specifies "one percent silver nitrate or equally effective agent."

Recently, silver nitrate has been attacked in the press as ineffective or harmful. However, a report adopted in June 1948 by the Council of the American Academy of Ophthalmology and Otolaryngology and by the section on ophthalmology of the American Medical Association referred to these allegations as preposterous.

If it should be established that penicillin or other antibiotic is as good as silver nitrate, it will be some time before the mode of administration, the strength of solution, and other important factors are determined. It is our opinion that no change should be recommended at the present time. However, carefully controlled research with silver nitrate, penicillin, and possibly other agents should be encouraged.—*American Journal of Public Health, December.*

PUBLIC HEALTH NURSING

Human Relations in Public Health Nursing

James Mann, M.D.

The public health nurse deals, as it were, exclusively in remedial and preventive measures whose importance to the patient cannot be minimized. The patient expects as much good medicine from you for her feelings as a human being as she does for her body. If we permit these feelings to irritate us, if we ignore them by a cold mechanical performance of duty, then we have neglected to provide adequate nursing care and we have served to strengthen the tensions and fears of our patients.

A very important area of public health work involves the guidance and supervision of mothers in rearing their babies. The public health nurse must learn that each baby is a unique personality totally dependent upon its mother for gratifying experiences and that this mother depends upon your help in raising the child. If what you give includes adequate consideration for the emotional needs of the baby, then the whole baby benefits.

Are there any tools that might facilitate your approach to the patient besides the qualities of warmth, sympathy, sincerity, and understanding? One suggested technic I call a "Conversation Participation Technic." Stated in its simplest terms, this implies that patients wish to talk to you and that you will participate in that conversation regardless of whether the patient chooses to talk about the immediate problem that brings him to the clinic or about the weather. If you participate with him, the creation of a warm, helpful relationship has begun.

My aim has been to impress upon you the totality of the human organism as an organic feeling creature. You must not separate the two and you must give comfort and aid to both in one all-inclusive type of treatment.—*Public Health Nursing, December.*

Whither Federation?

A Challenge by James C. Cotter

In this page of brief debate, a reader, now with the Fresno County (Calif.) Society for Crippled Children, formerly with the National Society for Crippled Children and Adults, and the Lincoln (Neb.) Chapter, ARC, comments on "Whither Federation?" (See our September issue.) The author's reply appears below.

◆ ◆ ◆

Lyman Ford, in his article "Whither Federation?" in the September SURVEY, touched very lightly on the many problems involved in extensive federation of fund raising activities. There is evidence of a current nationwide effort to press for federation. Ford said, "The next twelve months will be a key period in determining the actual answer to this question." I am somewhat disturbed by this pressure for federation because of the little evidence that the problems presented in federating the six large independents—Red Cross, cancer, poliomyelitis, tuberculosis, heart, and crippled children—have been carefully studied and analyzed by the proponents of federation.

Ford concluded that: "Even a cursory survey of the relative amounts raised by these different groups and their various quota and campaign plans reveals a startling picture of unbalance and disorderliness in our present system of supporting these necessary national health and welfare services." An explanation of this "unbalance and disorderliness" and a plan for obtaining balance and order would be interesting.

There are many distinctions between the chests and the independent agencies. Chests usually are citywide; the others are commonly county service units. Professionals organize and direct the chest campaigns; volunteers often are in charge of the independents' fund raising programs or staff members have that as a minor part of their year-round duty. One is a high pressure type of solicitation depending upon large contributions from individuals and corporations. The independents to a much larger extent employ low pressure methods of solicitation—direct mail and coin collection boxes—depending upon small contributions from a large number of contributors. One wonders what the independents and the communities would gain and lose by federation?

What kind of federation is Mr. Ford promoting? Is federation to mean community chest? Would the proponents accept a federation of the independents using a new group of professional campaign managers and planners?

Could the huge sums represented by the combined budgets of the six independents and the community chest be raised by the chests? Chest representatives presume that is possible. Yet consolidated reports of the chests show that they rarely raised 100 percent of their goals even when they were soliciting funds exclusively for chest agencies. Can the chest boost the level of giving enough to include the budgets of the independents in view of past experiences and indications of a tough current campaign?

Have the proponents of federation discussed the plan with all or any of the independent agencies, or have they limited their efforts to promoting a grass-roots movement without any real regard for the wreckage or "disorder" that might come from forced federation at the local level if their plan cannot raise the funds to support the federated agencies?

My curiosity about the motivations of some of the proponents of federation is prompted by expressions of two chest executives. One described the obstacles which he placed in the way of a campaign by the cancer society in his county. I felt that this man was motivated by a selfish concern for control over fund raising efforts in his county rather than by any great consideration of needs and services. In a paper read in a meeting of Community Chests and Councils, another chest executive, referring to local control of appeals, said, "This we must do if for no other reason than purely selfish interests." These statements indicated to me the need of caution before jumping on the federated fund raising band wagon which plays such enticing music.

Inflation has hit most families, and fund raising in the future will be difficult. All agencies—chest and independent—should weigh this problem and seek a solution that will provide maximum funds for necessary health and welfare services at a minimum cost for fund raising. There is room for much improvement. Less unilateral action and more cooperation between the proponents and opponents of federation might provide the answer in time. More articles in SURVEY on this problem would be helpful before we get completely lost in a wild grass-roots movement for federation.

Rebuttal by Lyman S. Ford

My good friend Jim Cotter's letter is worthy of more than the 250 words to which my answer has been limited. First, a word of warning lest reader Cotter misjudge the current public mind. It is a serious error to mistake the current nationwide *contributor demand* for federation for "a current nationwide effort to press for federation."

The doubling of the number of community chests since 1942, the current epidemic of labor-employe chests, the experimentation with state chests in Michigan and elsewhere, and the wave of local appeals review committees are all completely spontaneous reactions of contributors' groups to the serious problem of competition and waste in voluntary fund raising. It is a true blue grass-roots movement if there ever was one. The people see the problem clearly though many of their efforts to solve it may be open to criticism. They need positive leadership and not condemnation. They are sure to make mistakes without cooperation from the major groups responsible for the situation today.

I am convinced that the contributor demand for orderliness will not be denied. The choice is not *to federate or not to federate,* but *what form shall federation take?*

I agree heartily that many complicated and new problems are involved in finding a brand of orderliness to fit the needs of large nationally controlled appeals. I am "promoting" no special kind of federation, merely the necessity for a joint approach by contributors and agency leaders to the problem of getting maximum support for a halanced program of services—local, state, and national. Whether this means an extension of existing chests, creation of a second major local federated drive, establishment of state chests, a national chest or health fund or any combination of these are details to be worked out.

I believe wholeheartedly in the multilateral approach suggested by Cotter. It is nothing short of tragic that the larger independently financed national agencies have consistently refused to participate in any discussions looking toward a cooperative answer to their fund raising problems.

THE COMMON WELFARE

Outstanding Meetings

The month of November saw a number of important meetings in the field of health and welfare. Outstanding among these were the fall meeting of the National Social Welfare Assembly, and the annual meetings of the National Committee for Mental Hygiene and the American Public Health Association.

Although THE SURVEY *Midmonthly* was not able to cover all these firsthand, the following columns are devoted to our own and others' reports of these events.

Social Welfare

Varying opinions on two important issues of the day—the future of voluntary health and welfare services, and the necessity to develop new means of financing such services in these changing times—emerged from the fall meeting of the National Social Welfare Assembly held in New York City in November. The theme of the meeting concerned trends and problems in the financing of voluntary enterprises in the United States.

Declaring that "there is a place for the voluntary effort nothing else can occupy," Fred W. Ramsey, president of the assembly, stated that the great problem confronting us now is how to join forces with government agencies in the interest of a finer service than we have ever known before. While acknowledging that sometimes we wonder if the public will begin to feel that "the government is doing so much it might as well do it all," Mr. Ramsey concluded that "the attachments of this public to the private enterprise of social welfare are much too strong for this ever to happen."

Pointing out that voluntary social agencies are found only in democracies, Frank L. Weil, chairman of the assembly's executive committee and president of the National Jewish Welfare Board, declared, "It is vitally important that voluntary social enterprise understand its areas of responsibility, so that it may not surrender those at any time, that it understand and discharge its responsibilities and that it adequately support the expression of its voluntary, free way of life."

Hal H. Griswold, Cleveland attorney and former Ohio state director of public welfare, urged voluntary workers not to yield to the "counsel of despair" which holds that the more funds public agencies receive, the less there is for voluntary services and vice versa. This belief, he held, is based on the false assumption that we have reached the end of our resources in this country for health and welfare services. "Pursue the path of education, intelligent education, of the layman, and we shall develop . . . unsuspected resources for this task of ours, that may be even as great in comparison with our present resources as the power of the inner atom is greater than the power we had available heretofore."

A differing view was presented by Francis S. Harmon, chairman of the finance committee, Federal Council of the Churches of Christ in America. Warning that "we are living more and more in a world of compulsion," Mr. Harmon declared that "our first task, yours and mine, is to expand the area of the voluntary and contract the area of the compulsory." The present trends away from voluntarism and toward increased governmental activity, he pointed out, are inevitably accompanied by a great increase in taxes and a consequent reduction in gifts to voluntary agencies. Important financing trends, according to Mr. Harmon, include inflation and the growing multiplicity of campaigns. Our highly developed media for mass dissemination of information should be further utilized to secure support for voluntary services.

"This spirit of contest between public and private agencies" can be greatly reduced, Mr. Griswold held, through "educating the layman to a sane and logical view of what the welfare problem is. . . . We must emphasize the organic nature of community organization. We must recognize the fact that voluntary and public agencies are both specialized organs of that community organism and that the disturbance of the function of one of them is likely to have disastrous effects upon the functioning of the other."

On Broadening the Base

Private agencies were urged by Mr. Harmon to develop ways and means of utilizing mass media of communication for a greatly broadened appeal for support. Speaking as a Protestant churchman, Mr. Harmon deplored the trend toward secularization in American life and the chasms existing between organized religion and many national groups—labor unions, local governments, students, minorities.

Mr. Griswold pointed out that as the base of support is broadened and appeals consequently presented in ever more elemental terms, the private agency may find itself judged by the amount of direct service it can give. He warned that the vital function of research, experimentation, and demonstration may be obscured by a mass demand for service, unless the community is educated to understand the value of this trail-blazing work.

One or Many?

The sharpest cleavage came in the discussion of federated versus independent fund raising. That something must be done about the growing multiplicity of appeals for funds was made clear by several speakers in addition to the exponent of federated fund raising, Robert S. Miller, vice-president of the United Health and Welfare Fund of Michigan. Mr. Harmon pointed out that the multiplicity of appeals constitutes one of the factors adversely affecting support of voluntary agencies. The further likelihood that private colleges also will soon be appealing to the local community for support, was reported by John Dale Russell, chief, division of higher education, U. S. Office of Education, who commented: "Just how the local community is going to get all of these different drives lined up so that they don't . . . defeat their own purposes is something that is going to have to be worked

out" through some kind of coordinated effort.

The goal of the United Health and Welfare Fund of Michigan, Mr. Miller explained, is "to make possible the financing of the over-all health services which the people need and to do it economically with the assurance that the dollar contributed will purchase the maximum amount of service."

Mr. Miller suggested a plan for voluntary financing through payroll deductions of one hour's pay per month. This contribution, together with "fair corporate and executive giving," he said, would be "amply sufficient to carry on a health and welfare program beyond any we have contemplated, inclusive of the work already done and the funds already raised by the Community Chest."

Pros and Cons

"The monopolization of public giving to causes represented by the individual health and welfare agencies in this country," said Douglas Poteat, executive vice-president of the American Cancer Society, " . . . will spell the death of the voluntary health and welfare movement as we know it." He criticized the control of budget which he felt was implicit in the federated plan, adding that "a budget is nothing more nor less than program translated into dollars."

On the other hand, the duplications and unevenness of services resulting from independent financing were pointed out by Mr. Miller. "An all-out fight to defeat the problem caused by one disease which strikes with comparative rarity," he said, may be going on at the same time that we are giving "scant attention to other ailments which strike much larger portions of our population." As for the citizen-giver, Mr. Miller said, in speaking of the "many crusades" which have added one drive after another, "There comes a time when the donor says, 'I've had enough'!"

Taking a middle ground, Mr. Weil declared:

"The excessive prices of fund raising are a terrible cost to pay for so many fund raising efforts, and the time and manpower involved also exacts a heavy price, but by the same token if regimentation or loss of individuality result from federated fund raising, that too would be a great price to pay. . . . Federated fund raising saves expense, effort, wear and tear and competition, but independent fund raising has certain advantages in that the individual cause is better understood by the community." He went on to affirm that "federation is not un-American. . . . Freedom of choice has advantages but freedom of choice can be overdone."

Public Health

A moving plea that "top priority be given to every phase of our national program that has potentialities for saving the lives or improving the total well-being of our children," was made by Dr. Martha S. Eliot, associate chief of the U. S. Children's Bureau in her presidential address "The Cultivation of Our Human Resources for Health in Tomorrow's World," before the annual meeting in November of the American Public Health Association in Boston.

"Despite the vast strides of medical science," she declared, "we know that children still die or are sick or handicapped needlessly; that boys and girls still reach adolescence and maturity insecure in their individual, family, and community relationships." Since two thirds of our children are concentrated in low income families who "cannot afford to pay for medical care or . . . do so at the expense of other essential items," Dr. Eliot declared, "I can see no way out of this dilemma except by finding some way of pooling funds to meet all the costs of care . . . through a public program, one that does not involve a 'means test,' one that is as freely available to mothers and children as is our public education system."

Outlining other measures promising great benefit to children, Dr. Eliot termed pending legislation for federal aid for local health departments basic to the development of adequate local health clinics for mothers and children. She commented that sufficient appropriation would enable the bureau to expand its program of demonstration projects to assist states in controlling such problems as cerebral palsy and rheumatic fever, and in providing preventive services for pre-school and school-age children. Dr. Eliot reported that scientists concerned with research on child problems are urging legislation providing federal grants-in-aid to universities and child reseacrh institutes to implement research on child life on a long term and multi-discipline basis. Proposals under discussion, she added, call for a National Child Research Institute to serve as a clearing house for information on current research and to provide a channel for the development of types of research requiring national planning and action.

In closing, Dr. Eliot pointed out: "Plans for action in behalf of our children must take into consideration the total world community in which our children will grow up and live. . . . Our task is a difficult one for it involves changing attitudes of people, helping young people acquire the emotional maturity and the sense of responsibility requisite to living in a world of many nations with diverse ideologies and different cultural and social backgrounds."

New Outlook

On the other hand, Louis I. Dublin, second vice-president, Metropolitan Life Insurance Company, New York, predicted that public health services of the future will concentrate increasingly on the so-called chronic diseases of middle and later life. Recent gains in longevity focus attention on the need for controlling heart disease, arteriosclerosis, cancer, and arthritis, he said.

Mr. Dublin cited the spectacular achievements of the public health services in reducing or conquering the diseases of infancy and early life in the short span of years since Lemuel Shattuck submitted his epochal report on a "Sanitary Survey of the State of Massachusetts" in 1850. Equal gains can be made in the coming century, he said, if the public health profession reorients its objectives to deal with such problems as the degenerative diseases, the needs for more mental hygiene and social services, and for effective community organization for health.

Whether we have progressed as far as we think since Lemuel Shattuck's day was questioned by Dr. Abel Welman, professor of sanitary engineering, Johns Hopkins University, and this year's recipient of the association's annual Sedgwick Memorial Medal for his distinguished services to public health.

It is doubtful, he declared, whether there is a single stream in the nation which has not deteriorated since 1849, or a city in which housing conditions and environmental conditions are not essentially worse. Moreover, public water systems are lacking in 6,000 of our communities, sewerage systems in

9,000. Only one out of five farm houses has both bath and toilet facilities while 5,000,000 of our urban dwelling units need major repairs or lack private bath and toilet. Also, the past decade has seen nearly 2,500 outbreaks of disease caused by polluted food.

Cancer Control

A new method for mass X-ray detection of cancer of the digestive system, a disease which is virtually symtomless in its early stage, and which attacks 100,000 Americans each year, killing 60 percent of them within a year, was reported to the Public Health Cancer Association, one of the twenty-three related organizations which met with the APHA.

The new technique, which utilizes an adaptation of the Schmidt camera, was described by Drs. John F. Roach, Robert D. Sloan, and Russell H. Morgan in a progress report on a five-year study under way at Johns Hopkins University, with financing from the U. S. Public Health Service. If tests of the new technique continue to show results, we may expect a real reduction in the mortality of this dread disease, according to the researchers.

Integration of Hospital Services

An experiment in the integration of hospital services in the eleven-county area around Rochester, New York, has achieved better care at lower cost, Dr. Albert D. Kaiser, city health officer, reported. The project, which is financed by a grant of $275,000 a year for five years from the Commonwealth Fund, and $10,000 a year from the city of Rochester, has demonstrated "that closer relationships can be developed between small hospitals in the area and those in the larger city," according to Dr. Kaiser.

The council directing the study began its work with a careful study of each of the twenty-one hospitals included in the program. The survey brought to light not only inadequacies of the physical plant and certain types of equipment, but also administrative and professional practices "not in accord with accepted hospital operation." A program for remedying these deficiencies was worked out by the council, which is providing continuous educational and advisory service. A joint purchasing service developed by the council has resulted in considerable saving to the hospitals.

A Tribute

The death of Helen Cody Baker on November 21 at her home in Chicago brought sorrow to a wide circle of friends and to everyone who, during her long association with the Chicago Council of Social Agencies, had any contact with her warm vibrant personality. Although a chronic bronchial ailment had occasioned her retirement from the council several years ago she continued to live a full and happy life, crowded with interests. Until two weeks before her death she wrote her weekly column of comment on social work and its concerns for the *Chicago Daily News*.

Modest as she was, Helen Baker made a lasting contribution to the practice of social work interpretation. To her technical skills she added warmth, integrity, conviction, and rare common sense, all of which are reflected in the book, "How to Interpret Social Work," written in collaboration with Mary Swain Routzahn. *Surrey Midmonthly* readers will recall her many articles during her years as a contributing editor. My own memory turns to the many National Conferences of Social Work which we reported together. I never knew a more dependable person.

I was among the fortunate of Helen Baker's professional friends who knew her also in her home where her qualities of mind, heart, and spirit created a center of rich joyous life. I saw her last when we sat together at luncheon in the sunny window of her kitchen, the good talk ranging from the exploits of her two little grandsons, through cabbages and kings, to her unshakable faith in mankind. The enrichment she gave to life remains, but it is hard to accept the fact that all that gaiety and warmth is now a memory.

Gertrude Springer

Mental Hygiene

Enlisting citizen cooperation on a broad scale in the development of our mental hygiene services, public and private, was a recurrent theme at the annual meeting of the National Committee for Mental Hygiene in New York City in November.

The participation of some 750 leaders in the committee's work is hardly enough in a nation of 140,000,000, declared Dr. George S. Stevenson, medical director. He announced that the committee is at work on a comprehensive plan to enlist 1,000,000 new participants—"one for each psychotic person in the nation"—through the organization of many new local mental hygiene societies, a channel, "as yet largely undeveloped." During the past year, popular demand for education about mental health has far exceeded the committee's resources. Dr. Stevenson also reported that the Ittelson Family Foundation has made a contribution of $10,000 a year for five years to the committee's educational program.

A wide development of organized citizens groups closely related to statewide organizations was also urged by Marian McBee, executive secretary, New York Mental Hygiene Committee, State Charities Aid Association. She cited as valuable the growing popular interest in mental hygiene and the development of such educational media as the current movie "The Snake Pit" but added that "general concern and knowledge about the problem is not enough," as interested citizens "should have some organized channel for expressing their concern and planning for the amelioration of the conditions they deplore."

She recommended that local groups be given vigorous help from leaders in the field as well as funds for needed staff services. Activities of such groups might well include visiting nearby mental hospitals, she added.

Popular understanding could be greatly furthered by opening the doors of mental hospitals to a wide variety of community groups, declared Dr. Newton Bigelow, director of the Marcy State Hospital, New York. Citing the valuable contribution of the Gray Ladies of the American National Red Cross to Veterans Administration hospitals, he recommended increased participation by community mental hygiene workers in the hospital program; visits to hospitals by groups of high school girls interested in nursing, students of medicine, theology, and journalism, and selected members of civic groups; participation by the community in hospital recreation; and careful interpretation of program to patients' visitors.

That a private citizen is the best "interpreter" of the hospital program was also affirmed by Marjorie H. Frank, board member, Mental Hygiene Society of Union County, New Jersey, in a report on the volunteer programs of the National Council of

PAMPHLETS AND REPORTS

SOCIAL WELFARE. Annual Proceedings, National Association of Schools of Social Administration, at the 1948 National Conference of Social Work. 40 pp. 50 cents. Mattie Cal Maxted, University of Arkansas, Fayetteville, Ark. *Papers related to undergraduate training for social work.*

REPORT OF THE NATIONAL CONFERENCE ON SOCIAL WELFARE NEEDS AND THE WORKSHOP OF CITIZEN'S GROUPS, held in Washington, January 1948, under the sponsorship of the National Social Welfare Assembly, Inc., and Community Chests and Councils of America, Inc. 69 pp. 25 cents and quantity rates. From the assembly, 1790 Broadway, New York 19. *Conference proposals for meeting our welfare needs.*

SUPPLEMENTATION OF PUBLIC ASSISTANCE. 30 pp. 35 cents. Council of Jewish Federations and Welfare Funds, 165 West 46 Street, New York 19. *Prevailing practices in 26 Jewish family agencies and desirable objectives.*

HEALTH SERVICES IN BRITAIN. 23 pp. Free. British Information Services, 30 Rockefeller Plaza, New York 20. *Describes Britain's new National Health Service providing free care for all who wish it.*

STEPPING STONES TO A HEALTH COUNCIL, by Yolande Lyon. 28 pp. 25 cents and quantity rates. The National Health Council, 1790 Broadway, New York 19. *Manual for setting up local health councils to coordinate and improve community health services.*

THE NATIONAL CONFERENCE ON UNDERGRADUATE PROFESSIONAL PREPARATION IN PHYSICAL EDUCATION, HEALTH EDUCATION, AND RECREATION, held at Weston, W. Va., in May. 40 pp. $1. *Conference recommendations on recruitment, curricula, and so on.*

GOOD NEWS ABOUT DIABETES, by Herbert Yahraes. 32 pp. 20 cents. Public Affairs Committee, 22 East 38 Street, New York 16. *The diabetic can live "a good full life."*

THE MARYLAND MEDICAL CARE PROGRAM, a report by the staff of the subcommittee on medical care, American Public Health Association. 151 pp. Free from Dr. Milton Terris, P. O. Box 5998, Bethesda, Md. *Evaluates Maryland's program of medical care for the indigent—"a distinct contribution" in meeting the needs of this group.*

ADVANCING THE EDUCATION OF THE HOSPITALIZED CHILD. Report of a conference sponsored by the National Foundation for Infantile Paralysis in conjunction with the annual convention of the American Association of School Administrators. 96 pp. Available without charge, but in limited supply, from the foundation, 120 Broadway, New York 5. *Ways and means of providing a satisfying educational experience for the hospitalized child.*

UNDERSTAND YOUR CHILD—FROM 6 TO 12, by Clara Lambert. 32 pp. 20 cents. Public Affairs Committee, 22 East 38 Street, New York 16. *How children feel and act during this "plateau" phase of growth.*

YOUR TOWN AGAINST DELINQUENCY. 23 pp. 50 cents. Canadian Welfare Council, 245 Cooper Street, Ottawa, Canada. *How to coordinate community resources for prevention and control of juvenile delinquency.*

AGING. Guide for Public Health Nurses No. 8, Family Health Series, prepared by the department of educational nursing, Community Service Society, 105 East 22 Street, New York 10. 23 pp. 15 cents and quantity rates. *Physical and emotional changes related to aging and what to do about them.*

HIGHLIGHTS OF THE NATIONAL CONFERENCE ON FAMILY LIFE, held in Washington in May. 23 pp. 15 cents and quantity rates. National Conference on Family Life, 10 East 40 Street, New York 16. *Recommendations for developing more family-centered programs in our public and private agencies.*

TRANSFERENCE IN CASEWORK, by Dr. Richard Sterba, Benjamin H. Lyndon, and Anna Katz. 51 pp. 75 cents. Family Service Association of America, 122 East 22 Street, New York 10. *The development and use of transference in casework, its dynamics, and a case analysis.*

DOES GOOD HOUSING PAY? by Warren P. Phelan, 61 pp. $1. Reproduced by The School of Applied Social Sciences, Western Reserve University, Cleveland 6, Ohio. *Public housing unit in Cleveland pays economic dividends.*

ABOUT YOUR LABOR LAWS. Text by Marion Robinson, drawings by Elizabeth Tazelaar, edited by Janet Davis. 18 pp. 10 cents. Consumers League of New York for Fair Labor Standards, 170 Fifth Avenue, New York 3. *Handy guide to the more important legal rights of labor in New York State.*

FEPC REFERENCE MANUAL, prepared by the committee on employment discrimination, National Community Relations Advisory Council. 70 pp. Free. From the council, 295 Madison Avenue, New York 17. *States the need for federal FEPC legislation and analysis of pending bills.*

PUERTO RICANS IN NEW YORK. A report of the committee on Puerto Ricans in New York City, Welfare Council of New York City, 44 East 23 Street, New York 10. 60 pp. $1. *A study of the migration of Puerto Ricans to New York City and recommendations for aiding adjustment.*

Jewish Women, the American Friends Service Committee, and the American National Red Cross. She cited as one example the ARC program at Northampton (Mass.) Veterans Administration Hospital. Here "volunteers from General Electric and other industries leave work at 5:00 P.M., travel quite a distance to the hospital and have supper there with members of the medical staff. At this time they have the opportunity for small group discussions with the doctors on various phases of treatment and types of cases. After supper until about 10:00 P.M. the hospital is a beehive of activity." Activities, supervised by the hospital staff, include outdoor sports, music and photographic clubs, and radio shop.

Report on National Program

Reports on how the National Mental Health Act is being implemented were received with much interest. The act, which authorizes federal grants-in-aid for community mental hygiene services, research, and training, is framed to leave authority for initiating and developing programs in the hands of state and local agencies. For this reason, as Dr. Leonard A. Scheele, Surgeon General, U. S. Public Health Service, pointed out, "What kind of a mental health program is developed by each state, how effectively it meets the varying needs of the people within that

state, depends, in the last analysis, upon the citizens who live there."

A survey of the first year's operation of the program of federal grants to states (grants are also made directly to agencies and individuals) shows "some encouraging results," Dr. James V. Lowry, chief, community services section, mental hygiene division, USPHS, reported. However, he added that several states have been slow in getting their programs under way, and "one is impressed by the opportunities that were not fully exploited."

During the fiscal year 1948, state agencies in twenty-four states initiated programs, and an additional twenty-two expanded existing services. Thirty-six new mental hygiene clinics were established and sixty-seven expanded. Of the $3,000,000 made available by Congress, grants totaling $2.133,360 were approved by the service for implementing new or expanded state programs. Although many states were slow in developing programs to utilize these funds, a total of $1,164,217 had been expended or obligated by the end of the year.

Delay in developing programs is attributable in part to the inevitable problems accompanying the establishment of new services and to staff shortages, but also, according to Dr. Lowry, to such factors as: failure by state authorities to reallocate funds to existing clinics; a tendency to limit the use of funds to a single agency, lack of aggression in setting up new clinics; the want of advisory boards to assist with state planning.

A sample study by the committee of state participation in this program showed that funds were "very far from being utilized with maximum effectiveness," Dr. Abraham S. Barhash, director of the committee's division on community clinics, reported. The best state programs, he said, are those "which do long term planning and . . . stress the training of competent staff and the development of training facilities." He criticized the "scramble of many communities to get on the band wagon of clinic expansion," which has often resulted in the misdirection of some funds to general clinic expansion, evasion of the problem of staff shortages by such measures as appointment of unqualified or "substitute" personnel, heavy turnover of staff, and programs whose actual performance is greatly at variance with stated objectives.

Also, he said, many state mental health authorities, "surrounding themselves with the aura and method of secret diplomacy," had "discouraged that kind of citizen participation without which no broad mental health program, state or federal, can ever achieve its ultimate goal." He added as his personal opinion, that a little psychiatry is worse than none at all.

Part of the Total Problem

Pointing out that mental illness, as well as cancer and heart disease, presents greater difficulties from the point of view of mass control measures than did the acute infectious diseases, Dr. Scheele declared that the most promising tools for control are "strong local health units, adequately staffed with competent personnel." He urged members of the committee to join with other organizations in working for the establishment and strengthening of these units, thus avoiding "the piecemeal approach" to the total health problem of the community.

Lasker Award

The 1948 Lasker Award—$1,000 and a gold replica of the Winged Victory of Samothrace—was presented to Dr. C. Anderson Aldrich, director of the Rochester Child Health Institute of the Mayo Clinic, Rochester, Minnesota, for his "outstanding accomplishments in the education of the physician in the psychological aspects of the practice of medicine." Dr. Aldrich organized the institute in 1944 as a long term experiment in the pooling of community resources for preventive psychiatric and well child service and for community education in physical and mental health.

In conjunction with the Mayo Foundation, Dr. Aldrich has developed a unique training program in pediatric mental health. In this project, he has utilized existing community resources, thus making possible the application of his methods in other areas.

Rochester's children are born, play, go to school, reach adulthood under the institute's care and study. From its careful observation of their growth, the institute is developing standards of normality in physical and emotional growth. The U. S. Public Health Service recently awarded a grant to the institute to help with the statistical work involved in this project, termed by the committee "perhaps the most important experiment in mental health being undertaken anywhere."

Mailbag Roundup

In New Jersey, defeat at the polls of a proposed "package" bond issue for $50,000,000 to improve and expand the state's mental hygiene, correctional, and educational institutions, has led to consideration of a separate, special bond issue for the improvement of welfare institutions alone. It is believed that opposition to the earlier proposal was due to the necessity of approving the whole "package" or none of it.—*From* SURVEY *correspondent Donald S. Benson, New Jersey Department of Institutions and Agencies.*

In Michigan

The bureau of venereal disease control in this state is cooperating with the U. S. Public Health Service in a study designed to develop faster and more effective methods of syphilis case-finding.

The study has been initiated because the bureau's current methods of checking contacts listed by patients at the Michigan Rapid Treatment Center for Venereal Diseases have frequently failed to uncover any case of infection among the contacts. Since theoretically there should be at least one infected contact for every case of primary or secondary syphilis, the bureau is reevaluating its techniques for patient interview as well as the adequacy of medical examinations given to contacts. Investigators have been appointed at three strategic locations throughout the state to make immediate investigation of the list of contacts submitted by a patient at the center, while the latter is still under treatment.—*From* SURVEY *correspondent Virginia W. Baird, Michigan Department of Health.*

Meetings

The American Association of Schools of Social Work will hold its annual meeting in Boston January 26-29 at the Hotel Statler. The program will include a variety of workshops. Subjects of these include: teaching methods in casework; teaching of social administration; selection of students for admission to schools of social work; and research in social work.

The sixth annual conference of the American Group Therapy Association will be held in New York January 21-22 at Lenox Hill Hospital. Details of program may be secured from the association, 228 East 19 Street, New York 3.

BOOK REVIEWS

HALF A CENTURY IN COMMUNITY SERVICE, by Charles S. Bernheimer. Association Press. $2.50.

SOME OF THE EARLY EFFORTS THAT have led to the establishment of social services on a systematic basis are chronicled in this autobiography of one of the pioneers in communal service in America. The volume is more than a personal account of the author's crowded and varied career. It throws considerable light on the social problems, the human needs, and the methods for meeting them that in many recognizable ways gave rise to the present day practices of social work.

The author, in his earlier years and throughout much of his professional career, was engaged in social reform and social action. He served particularly among the immigrants and underprivileged in the traditional neighborly spirit of the settlement house worker. And he felt called upon continually to interpret the needs of people, the functions of social service, and the responsibilities of the community.

His autobiography is replete with references and pertinent extracts from his own numerous writings and those of his contemporaries. As expressions of the philosophy and strivings of those engaged in social work, these ring true to this day.

Students of the history of social work education will be interested also in Mr. Bernheimer's accounts of the early activities of social work conferences and the attempts that were made to develop standards and training. The description of techniques for group adjustment, for dealing with individual problems of behavior, the uses of recreation and group activity, the role of the community survey as a basis for community action, all are illuminated in the straightforward, factual narrative of the author's rich and long experience.

While Charles Bernheimer quite naturally draws heavily upon his work in the Jewish Center field, the reviewer believes that many of his observations and his interpretation of the experiences have a broader application. The material that the author has selected appears to have this objective in view. For, while the book is an autobiography, and the personality and career of the writer is bound to be revealed in the chronicle, the volume is in a real sense the vehicle for interpretation of many aspects of social work itself as it developed during the past fifty years.

LOUIS KRAFT

General Secretary
National Council of the
National Jewish Welfare Board

SERVICES TO CHILDREN IN INSTITUTIONS, by Cecelia McGovern, Ph.D. National Conference of Catholic Charities. $4.50.

CECELIA MCGOVERN'S BOOK COMES to us at a most opportune time. Many of us, having admitted the indispensability of some institutional care for children, are now trying to evaluate the institution and its programs in a more constructive and optimistic manner.

As Miss McGovern points out, there is more now known about group therapy, and institutions furnish a normal setting for its practice. The material in this volume is well organized and presented in a simple, even an alluring style, for the author keeps you constantly aware of the importance of the institutional job and the dignity and importance of each institutional worker doing that job. She illustrates her points with pertinent examples.

While this book is written primarily for both religious and secular workers in Catholic institutions, it would be useful in the hands of anyone in any way responsible for a child-caring institution.

Miss McGovern neither spares nor defends those in Catholic institutions who are not rendering a more enlightened service to children under their care. She is careful to delineate the Catholic point of view and show the possibilities of its ready reconciliation to the most acceptable institutional practices.

One sometimes feels she has oversimplified her psychiatric interpretations and yet in view of the purpose of the book and the opportunity she gives the reader for further exploration through bibliographical references at the end of each chapter, this is excusable.

While you should not forego having Monsignor Cooper's "Children's Institutions" in your institutional library, you can find the essence of much of his thinking in this book. Throughout the volume you get the feeling that the author has made recent, broad, and thorough observations in many kinds of child-caring institutions and has brought to her reader the best and most up-to-date thinking on this subject.

As you close the book, you have the feeling that you, too, have been discussing mutual problems with understanding friends in your field.

BYRON T. HACKER

Executive Director
The Children's Center, New Haven

CHILD OFFENDERS, A STUDY IN DIAGNOSIS AND TREATMENT, by Harriet L. Goldberg. Grune & Stratton. $4.

DR. GOLDBERG HAS GIVEN AN ABLE, sound presentation of the problem of the child offender from the standpoint of both modern clinical practice and good community organization. She is obviously no ivory tower theorist, but one who has worked directly on the firing line and knows whereof she speaks.

Probably only from a large urban area like New York could so many case stories have been used with such a minimum of distortion and therefore such a maximum of authenticity. The cases presented are pertinent to the point which is being made and in spite of great brevity show a good selection of material. The book is depressing even to the experienced professional accustomed to dealing with such children and establishes well the basic motivation for its writing—the need for more adequate facilities for early diagnosis and treatment.

The question which Dr. Goldberg must have asked herself a hundred times in the process of preparation of the manuscript is whether she should have attempted to say more or less. She has wisely omitted any discussion of treatment processes since that is a series of textbooks in itself.

Although the material as presented

is convincing to the person experienced in the study of case records, the question constantly arises as to whether it is equally clear to the uninformed reader, whether the vocabulary is not too technical, and whether too many scientific concepts are not taken for granted. Probably the book is less valuable for the experienced professional who already has essentially this viewpoint and for the layman who might find himself somewhat at sea; but is most usable for the student and young staff member to whom it can provide a wealth of source material, lending itself very adequately to teaching and to interpretation. Its best contribution is in pointing up graphically the basic causes of juvenile delinquency and the inevitable responsibility which various community services must assume if the problem is to be met.

LILLIAN J. JOHNSON
Executive Secretary
Ryther Child Center, Seattle

YOUTH SPEAKS OUT ON CITIZENSHIP. Canadian Youth Commission Report. The Ryerson Press, Toronto. $2.

YOUTH, MARRIAGE AND THE FAMILY. Canadian Youth Commission Report. The Ryerson Press, Toronto. $2.

IN 1943, THERE WAS CREATED THE Canadian Youth Commission, an independent private agency composed of some of the outstanding leaders in that nation. The task of the commission was "to study the main problems of young people from fifteen to twenty-four years of age; to draft reports and recommendations based on these studies; and to promote the acceptance of these recommendations by governments and private agencies having responsibility in this field."

The reports of this commission have great interest for us in the United States even though conditions in Canada are somewhat different from our own. It is particularly interesting to compare these reports with those of the American Youth Commission, in the Thirties. The American Youth Commission dealt with the problems of youth during the depression. The Canadian Youth Commission dealt with the problems of youth during the war, with a look ahead to the postwar period.

This review is concerned with two of the nine volumes published by the Canadian Youth Commission. The first of these "deals with the making of citizens in a democracy," and lists three principal objectives: to determine the attitudes of Canadian youth toward citizenship; to study the principal influences that mold the attitudes of young people; and to suggest ways of improving citizenship education and the participation of youth in community affairs.

These are vital matters, not only for Canadians but for all of us who are concerned with the preparation of youth for the responsibilities of citizenship. The commission made a large sampling of the attitudes of their youth. These attitudes define the problems involved in the preparation of youth for citizenship.

Some of the more important attitudes are: a strong feeling for Canadian independence from Great Britain; an almost even division on peacetime draft; expectation of another world war within twenty-five years by nearly half. Furthermore, a slight majority believed that postwar opportunities would be better than before the war; a majority believed that private industry could not provide jobs for everybody; a two-thirds majority was opposed to a voting age of eighteen; a majority did not participate in politics; 62 percent definitely wanted social and economic reforms, including more jobs, better education, public ownership of production, and more social security; a great majority was favorably disposed toward the church and opposed to racial and language group discrimination.

Two or three points of major interest stand out in these attitudes as they are expressed. Canadian young people are not very hopeful about the future. They are worried over many specific problems—economic security, chances for education, housing, the opportunity for marriage and a happy home life. Like American youth, they are rather cynical about politics and political parties. They quite definitely express a trend away from individualism and believe that the government will have to take more responsibility for solving their problems. It seems rather a paradox that while they are cynical about politics and politicians, they do not seem to distrust government operation of enterprise.

The second volume deals with important matters relating to marriage and the family. The study reveals that Canadian families are faced with three major problems: job security, adequate housing, and better family relationships between parents and children, and between husband and wife. Many problems have arisen out of hasty marriages during the war and out of changes in the wife's status as a result of her wartime employment and of her necessarily increased independence during the husband's absence in service.

These reports are filled with valuable information and with fruitful suggestions for all groups dealing with youth. The value of these recommendations is increased by the fact that they are classified and directed to the agencies concerned — government units, youth-serving and community agencies, schools, churches, and so on.

All in all, the studies of this commission represent a dynamic and realistic approach to a national problem of great significance.

HOMER P. RAINEY
President, Stephens College
Columbia, Missouri

PSYCHO-THERAPY, PRACTICE AND THEORY, by Charles Berg, M.D., Norton, $5.

THERAPY THROUGH INTERVIEW, by Stanley G. Law, M.D., McGraw-Hill, $4.50.

TAKE OFF YOUR MASK, by Ludwig Eidelberg, M.D., International Universities Press, $3.25.

HERE ARE THREE BOOKS WHICH, though they each hold potentialities for specialized use, have in common a simplicity of language and clarity of presentation that recommends their helpfulness to anyone who is interested in human behavior. Dr. Berg's book is subtitled "a case book of the neuroses and their treatment"; Dr. Law's is addressed to the general medical practitioner; and Dr. Eidelberg's is a frankly popular treatment of what goes on in the psychoanalyst's office. Yet each deals warmly with living human beings, each reveals humbly the author's own successes and failures in gaining insight into the mysteries of human emotions, each achieves real communication with the reader.

Extraordinarily vivid clinical material is used by Dr. Berg to illustrate his discussions of anxiety, the hysterias, and some of the other emotional illnesses. An introductory chapter, "A Clinical Odyssey," which is a rare description of this distinguished British psychiatrist's voyage of discovery into the realm of psychological phenomena, makes an excellent companion piece to Dr. Law's book. For the latter author, introduced as "at heart a practitioner of general medicine in a specialized setting," offers the pattern of

SCANNING THE BOOKSHELVES

Nursing for the Future, by Esther Lucile Brown. Russell Sage Foundation. $2. A report prepared for the National Nursing Council. Discusses, against the background of probable developments of health services, functional differentiation of nursing service, and education for both professional and nonprofessional nurses.

The Rehabilitation of the Patient: Social Casework in Medicine, by Caroline H. Elledge. Lippincott. $2.50. Rehabilitation interpreted in terms of accomplishment. Case histories illustrate use of different techniques in solution of problems encountered in medical social work. The original idea for the book grew out of the work of a committee of the American Association of Medical Social Workers, members of which furnished case material.

Taking the Cure, by Robert G. Lovell, M.D. Macmillan. $2. A practical and personal approach to the new TB patient who wants information, counsel, and encouragement.

Units in Personal Health and Human Relations, by Lillian L. Biester, William Griffiths, and N. O. Pearce, M.D. The University of Minnesota Press. $3.50. Ten units on such subjects as reproduction, heredity, relationships, marriage, family, disease, arranged for teaching purposes in situations from kindergarten to senior high school.

Child Therapy: A Casework Symposium, edited by Eleanor Clifton and Florence Hollis, published by the Family Service Association of America. $3.25. Seven case illustrations discussed by staff members of the Community Service Society of New York, showing "a significant trend in family casework—the practical application of psychoanalytical principles to the everyday problems of family living and behavior" which come to an agency such as the CSS.

Eastwick, U.S.A., by Howard Hush. Dutton. $3. A prosperous suburban community as seen from the vantage point of the Family Service Center, focal point of the town's social services, "meeting ground for the generous, near generous and the niggardly among the leading citizenry," and "stopping place for the mildly troubled and the acutely unhappy." A personal account of experience, written with perception and humor, and definitely something rare in social work interpretation.

Life with Family, by Jean Schick Grossman. Appleton-Century-Crofts. $3. The director of parent education of the Play Schools Association writes of her own experience in building a happy family. A helpful, heartening, and entertaining book for parents, educators, and social workers.

The Bell Ringers, by Vern Swartsfager. Macmillan. $3. The curate of St. Matthew's Cathedral, Dallas, Texas, tells of the organization of young hoodlums into "Gremlin Club," and counseling of various young folk with their personal problems.

The Police and Minority Groups, a manual prepared by Joseph D. Lohman, published by Chicago Park District, 425 East 14th Boulevard, Chicago, Ill. Written from materials taken from a program of study and conference in the field of human relations by the supervisory police personnel of the Chicago Park District. Telling factual data on what the law says about equality of rights, interestingly related to common misconceptions about racial and religious minorities. Teachable and convincing materials, and an exceptionally good bibliography.

Community Recreation, by Harold D. Meyer and Charles K. Brightbill. D. C. Heath and Company, Boston. $5. A full, authoritative, well-illustrated treatment of the organization and administration of recreation in American communities.

Dictionary of Social Welfare, by Erle F. Young, published by Social Sciences Publishers, Inc. $5. A new and greatly expanded edition of the dictionary published twelve years ago. The editors invite corrections and additions for use in future editions. The present volume is generally useful, and represents a courageous attempt to define terms on which practitioners themselves still do not agree.

understanding for which Dr. Berg, as a young medical student, was searching in his early dispensary work.

Each of these gentlemen courageously offers himself up to the slings and arrows of his various and assorted peers, by revealing exactly what he said and did in treatment situations. Dr. Eidelberg goes a little further, since he offers the reader the opportunity of "listening in" on the eight hours of a psychoanalyst's day. Each session is a condensed case history, written with all the suspense of a mystery story, with the doctor playing the dual role of protagonist and reporter.

Though openly exploited in the latter book, the powerful drama in the struggle of the personality between emotional life and death is revealed in each of these books, swathed as usual in everyday facts and unextraordinary events. MARION ROBINSON

ORGANIZING FOR COMMUNITY ACTION, by Clarence King. Harper. $3.

WE ARE GRATEFUL TO CLARENCE King for this book for several reasons, but primarily because he brings this thing called "community organization" down to earth and makes it intelligible to both volunteers and professionals. He does this by the simple process of setting forth basic principles and relating case stories to them.

Mr. King recognizes that community organization has been carried on from time immemorial and was not invented by social workers; that we have played it by ear and are now in the process of capturing the notes and writing the score.

The book is divided into two parts, the first dealing with promotion and the second with coordination. In his

treatment of promotion, the author defines it as a process of building and maintaining a "community of interests" or a "common-interest group." He does not restrict the term "community organization" to the "task of coordinating the programs of various social agencies of a community," which, says Mr. King, "some supposed experts on community organization" would do.

Community organizers would do well to take heed of Mr. King's emphasis on the strength of "indirect leadership" and the need for building an initial nucleus of common interests. He uses the analogy of rolling the largest snowball by first rolling a small hard snowball which serves as the central or cohesive core.

In the second part, dealing with coordination, Mr. King enumerates the commonly expressed objections to federated financing and does a workmanlike job in appraising these objections. He may prove to be a prophet in his discussion on the relationship of planning to financing when he suggests that this much disputed question may be resolved through the creation of a broadly representative citizens council with the prestige to deal effectively with broad public questions, under whose auspices a bureau for jointly financing private social agencies and a body to coordinate the work of both public and private social agencies may both be operated.

The book is a homey, informal presentation on community organization, for which there is a manifest need.

ARCH MANDEL
Director of Program
Community Chests and Councils, Inc.

RURAL HEALTH AND MEDICAL CARE, by Frederick D. Mott, M.D., and Milton I. Roemer, M.D., M.P.H. McGraw-Hill. $6.50.

FOR MANY YEARS THIS BOOK WILL BE utilized as a source of reference for facts and of guidance in policy. It is a major contribution to understanding conditions and needs, trends and possibilities for health services in those vast, vital, and declining areas of our country wherein over half the population still resides. The authors have drawn upon sociology and economics as well as on data specifically relating to health and medical services. The book is not merely on rural health but on rural life in relation to health.

Both authors are commissioned officers of the United States Public Health Service. As Chief Medical Officer of the Farm Security Administration and in other capacities, Dr. Mott has played a major part in large scale rural medical programs. He is now on leave from the Public Health Service, heading the comprehensive medical and hospital projects of the Province of Saskatchewan. Dr. Roemer has worked for some years in the rural medical field, and is at present director of an important public health project at Morgantown, West Virginia.

The scholar will be pleased with this book because its research is comprehensive and thorough, and there is full documentation and indexing. The teachers of public health and rural sociology will find it an indispensable reference volume for themselves and their students. The administrators of public health departments, medical care plans and the growing number of farm organizations that are concerned with medical services will appreciate the fact that this volume is written from experience as well as from knowledge. They will find sustenance in its reports of past projects, current activities, and programs for the future.

The authors frankly hold that national health insurance is necessary in order to provide rural people with the essential paying power for medical care. As President Truman said in his Health Message to Congress in November, 1945, doctors in America "cannot be assigned; they must be attracted." Drs. Mott and Roemer discuss the professional as well as the financial incentives which attract or deter doctors, but are well aware that the former incentives will not operate on any large scale without the latter.

With the great depression, and the change which took place in both national policy and in the political affiliation of many farmers, farm organizations increased their influence over Congress and, irrespective of partisan overturns, bid fair not to lose what they have gained. Their increasing concern with health, this book points out, is one of the signs of hope for more doctors, hospitals, and local health departments in rural areas. How soon will the traditional individualism of many farm groups accept the public policies without which no widespread improvement in rural facilities and services can be expected? Must adversity again be the teacher? From my own forecast of economic and political forces, I am inclined to share the optimistic view of these authors.

MICHAEL M. DAVIS
Committee on Research in
Medical Economics, New York

WHY MEN WORK, by Alexander R. Heron. Stanford University Press. $2.75.

IN OUR PRESENT PERIOD OF INFLATION and rising prices, the importance of increased productivity by labor is often sidetracked in the attempt to find some hidden profiteer, speculator or other evildoer. In his book, "Why Men Work," Alexander Heron looks for the more fundamental causes as to why men withhold effort and fail to work willingly and effectively. In his search for understanding, he deals with all the factors inherent in our economic structure.

He feels that under the American way of life, men no longer work for food, clothing, and shelter alone. There are causes outside the scope of what money can buy that make men work. "Because our physical needs are so well supplied, our new hope must be for something greater than any physical thing. . . . In the search for reasons why men work, management must explore . . . the area of this intangible want. The most potent reason why we work at physical jobs will be found now to be, in fact, a spiritual force. It will be some form of the urge in man to realize and express himself as a person."

The American method of exchanging the products of our work, one with another, which is the management system, has a vital interest in the solution of this question. Heron says, "If we want workers to work . . . willingly and well, we must give them the right to think. . . . Management must believe in the right and ability of workers to share in the task of thinking and planning." Just as political democracies fail when the people are neglected, so too with the economic way of life. Our industrial system must be manned by an informed membership willing to think and possessing the opportunity to express its thinking.

Readable and practical, "Why Men Work" is a "must" for students of economics and management leaders as well as the average American who is disturbed by the conflicts within our industrial world. ROBERT J. GRAY
Dewey and Almy Chemical Company

The Territorial Board of Health in Hawaii has appointed *Alison MacBride,* M.P.H., as assistant director in charge of nursing education in the public health nursing bureau of the Health Department. Miss MacBride's experience includes service with the U. S. Public Health Service and with UNRRA. New clinical pediatrician in the bureau of maternal and child health and crippled children in this department is *Dr. Angie Connor,* who served recently with the Children's Heart Association in Cincinnati.

The Children's Protective Association of Washington, D. C., has named *Genevieve Gabower* as executive secretary.

George Goodman has been named acting superintendent of the New Jersey State Reformatory at Annandale, succeeding *Sydney Souter,* who has retired. Mr. Goodman was previously superintendent of the New Jersey Prison Farm at Leesburg.

Morton I. Teicher has been appointed to the faculty of the University of Toronto School of Social Work, on a half time basis, under a special program for the training of psychiatric social workers financed by grants from the Dominion government. Mr. Teicher, who was formerly chief of social service in the Boston District of the Veterans Administration, will also serve half time as chief psychiatric social worker at the Toronto Psychiatric Hospital.

Alfred F. Angster has been named chief of the field service unit, Minnesota Social Welfare Division. Mr. Angster was previously personnel officer in the division.

New executive secretary of the Bakersfield (Calif.) Community Chest is *Fred R. Kearney.* He has been serving as executive director of the Kitsap County Community Chest and Council at Bremerton, Wash.

The Welfare Council of Toronto, Canada, has named *Peter G. Alapas* as research director. Mr. Alapas served previously with the Juvenile Court of Allegheny County in Pittsburgh as statistician and researcher, and as administrative assistant.

Muriel C. Henry has been appointed to handle public relations for the Committee on Careers in Nursing, sponsored by the six national nursing organizations. Mrs. Henry was most recently director of public relations for Chicago Travelers Aid Society.

The U. S. Children's Bureau has named *Clara E. Councell* as head of a new unit which will serve as a clearing house for research in the field of child health and welfare.

Dr. James M. Cunningham has been appointed director of the Detroit Children's Center, recently created by a merger of the Wayne County Child Guidance Clinic and the Children's Center of the Children's Fund of Michigan. Dr. Cunningham was previously director of the bureau of mental hygiene in the Connecticut State Health Department.

Walter W. Pettit, who retired a year ago as dean of The New York School of Social Work, is now in Guatemala to help plan the establishment of a social work school there. His mission was arranged by the UN Advisory Social Welfare Service to Governments.

W. Earl Prosser has resigned as executive director of the Pawtucket and Blackstone Valley (R. I.) Community Chest and Council of Social Agencies to become executive director of the Ohio Citizens' Council for Health and Welfare, which has its headquarters in Columbus.

Frank T. Greving has been named an assistant executive director of the Brooklyn Bureau of Social Service and Children's Aid Society. Mr. Greving was formerly associate director of the casework division of the Greater Boston Survey.

Resigned

Gertrude R. Davis has resigned as associate executive director of the Jewish Family Service in New York. Long active in the Jewish casework field, Mrs. Davis served as executive director of the Jewish Family Welfare Society of Brooklyn from 1936 to 1946 when it was merged with the Jewish Social Service Association to form the Jewish Family Service. A vice-president of the National Conference of Jewish Social Welfare, she represented the Family Service Association of America at the International Congress on Mental Health in London in August.

Retired

Margaret Mary Louise Catton, pioneer in the development of medical social service in the Territory of Hawaii, has retired as director of the Medical Social Service Association of Hawaii after twenty-five years of service to the association and its forerunner, the Hospital Flower Society.

Miss Catton was largely responsible for development of the association's fine program of medical social service, and was also instrumental in the establishment of the Bureau of Mental Hygiene and the Hawaii Medical Service Association, a voluntary prepaid plan for medical and hospital care.

Honors

To *Dr. Donald B. Armstrong,* second vice-president of the Metropolitan Life Insurance Company, New York, and chairman of the health education section, American Public Health Association, the fifth Elisabeth S. Prentiss National Award in Health Education from the Cleveland Health Museum for his contributions as "surveyor, instigator, promoter of public health, administrator of a practical, nationwide health education service." . . . To *Dr. John P. Hubbard,* director of the committee for improvement of child health, American Academy of Pediatrics, and to *Maurice Pate,* executive director of the UN International Children's Emergency Fund, gold medals from *Parents Magazine,* for their outstanding services to children.

To *Eleanor Roosevelt,* American delegate to UN and chairman of the UN Human Rights Commission, the honorary degree of Doctor of Civil Law from Oxford University, England. . . . To *Herbert H. Lehman,* former governor of New York, the gold medal awarded annually by the Inter-Faith in Action Committee, for his "long and devoted efforts" towards better inter-faith relations in New York.

Attention, 81st Congress!
(Continued from page 369)

who would remain private practitioners. Money from the national fund would be allocated to the states and by the states to local areas where the chief administrative responsibility would rest. Voluntary health insurance plans could continue in operation along with the public program.

The Committee for the Nation's Health also urges special provisions for health services in rural areas, aid to state and local public health services, and assistance to medical education and research, without federal control.

The National Organization for Public Health Nursing recognizes "the need for some type of prepayment plan by which comprehensive medical and allied care might be made available to a large proportion of the population." NOPHN believes that, "in addition to voluntary effort, government assistance is necessary for obtaining adequate distribution of health services." The organization also endorses federal aid to states for the development of adequate local public health units in areas where they are now lacking. Extension of good public health services everywhere, it holds, would in time render unnecessary many of our "vastly expensive fractional health programs."

The American Association of Social Workers also urges more federal aid for public health, maternity and child health services, as well as for medical research, the training of professional personnel, and the construction of needed hospitals and health centers.

Dr. George S. Stevenson, medical director, The National Committee for Mental Hygiene, personally urges that the numerous federal psychiatric activities, now spread over six or eight different departments, be unified or at least correlated.

Displaced Persons

Four organizations urge amendment of the Displaced Persons Act of 1948 to remove discriminatory provisions. The act, signed by President Truman under protest, provides for the admission into the United States of some 200,000 European DP's by July 15, 1950, but with many strings attached.

The Citizens Committee on Displaced Persons hopes for removal of such undesirable features of this law as: the so-called "cut-off" date which limits eligibility for entry under the act to people who entered the DP camps prior to December 22, 1945, thus, in fact, discriminating against thousands of Jewish refugees who entered the camps later; the mandatory issue of at least 30 percent of all visas to agricultural workers; the requirement that at least 40 percent of the visas be issued to people whose country of origin "has been *de facto* annexed by a foreign power," thus favoring the Baltic DP's over others; the requirement that visas issued to DP's under the act be charged against future quotas of their countries of origin, up to 50 percent in any one year. These limitations were discussed by the committee's chairman, Earl G. Harrison, in the article "Hospitality—With Limits" in the November *Survey Graphic*.

Labor Standards

Labor standards also came in for considerable concern. Four agencies stress the need for raising the minimum wage, now fixed at 40 cents an hour. Three urge strengthening of the Labor Department's services. These steps, as well as economic planning are "important to the nation's continuing economic health," according to the AASW. The National Consumers League advocates, in addition, the establishment of a federal program for the protection of agricultural migrants, and "the extension of the coverage of the Wage-Hour Law to many groups now completely omitted or partially excluded."

The labor-employe participation department, Community Chests and Councils of America, reports labor support for the establishment of a Labor Extension Service in the Department of Labor, to provide educational opportunities for workers comparable to those provided for farmers under the Agricultural Extension Service.

Greater safeguards for child workers are urged by four agencies. The National Consumers League seeks legislation to prohibit children from working in interstate commerce and to give more protection to children employed in agriculture, as does the National Child Labor Committee. The committee also urges legislation to bring Western Union messengers and other minor workers under the protection of the child labor provisions of the Fair Labor Standards Act. The National Organization for Public Health Nursing calls for "restoration of needed child labor activities in the Department of Labor."

Recreation

Three agencies urge expansion of federal recreation services. The National Recreation Association recommends more adequate appropriations for the maintenance and expansion of existing federal recreation services, but advises that "any federal legislation designed to provide specifically for the administration of federal recreation activities" should await the recommendations of the Hoover Commission.

On the other hand, V. K. Brown, president of the American Recreation Society, points out that though the society has not yet gone on record this year, in the past it has supported bills to establish a recreation unit in the Federal Security Agency "to assist the states in the development of community recreation programs." Mr. Brown is confident that the society will come out for competent consultant service to communities; more research and experimental testing in the whole field of recreation; development under "upper echelon government auspices" of recreation services adapted to the needs of small communities. In Mr. Brown's opinion, "recreation has now established its right to independent sovereignty, instead of becoming an appendage merely, of some other primary function of government."

Three agencies advocate expansion of rehabilitation services. To provide better services for handicapped adults, the National Rehabilitation Association urges legislation to encourage states, local governmental units, and private organizations to develop rehabilitative facilities and secure trained personnel to operate them; encourage the establishment of curative or sheltered workshops for the severely handicapped; determine the number of people who need these services; and to assure an even flow of funds adequate for proper administration of existing programs.

In behalf of the blind, the American Foundation for the Blind urges: closer coordination of federal services for blind relief and blind rehabilitation; and amendment of the Vocational Rehabilitation Act to facilitate placement of state vocational rehabilitation services for the blind under the state agency conducting other services for the blind.

Three agencies urge legislation to protect the rights of minorities. The

(Continued on page 384)

PUZZLING FASCINATING

"THE TOWER OF HANOI"

This adult puzzle never grows old. Modern adaptation of a famous ancient Indian Temple Rite. Great Fun for family, visitors and shut-ins. $1.00 Postpaid.

THE THINKER PUZZLE CO.
P. O. BOX 82 GREENSBORO, N. C.

Limited Quantity Still Available

SPECIALISTS LOOK AT THE KINSEY REPORT

by Kathryn Close

This reprint reports the two-day conference sponsored by the American Social Hygiene Association on the book, **"Sexual Behavior in the Human Male,"** by ***Alfred C. Kinsey, Wardell B. Pomeroy and Clyde E. Martin.*** The report is discussed from the angle of the psychiatrist, sociologist, clergyman, anthropologist, statistician; in relation to public health, legal and emotional conduct.

10 cents a copy

Survey Associates, Inc.
112 East 19 Street, New York 3, N. Y.

If you are concerned with helping individuals and their families, you belong among the readers of the

JOURNAL OF SOCIAL CASEWORK

Contents, December, 1948

"The Field Supervisor as Educator," by Eleanor Neustaedter

"Treatment Goals and Techniques in Marital Discord," by Regina Flesch

"The Caseworker's Relation to Shock Therapy," by Louis Ziskind

"Measuring the Effectiveness of Agency Services," by A. A. Heckman

"Techniques of Mutual Evaluation," by Genevieve F. Miner

The JOURNAL now carries a listing of personnel vacancies.

One year — $3.50
Two years — $6.50

122 East 22 Street
New York 10, N. Y.

(Continued from page 362)

fied voters who stay home on election day, and the few people who "declare themselves and function as adult citizens" when some great civil or moral issue arises, he said he believed such lack of interest was "due to the old and sterile idea that if we gave people a dry course in civics in high school, they would later, having had this course . . . and having attained their majority, become interested in these activities." But this, he declared, does not work out.

Because the Youth Association works with and through all the community's schools and agencies and is not dominated by them, Mr. Clish felt that it "provides the vehicle that is needed for these young ladies and young gentlemen to work together upon problems that affect them. . . . That sort of activity," he concluded, "is going to continue when they are adult citizens and they will not have that lack of interest that is too characteristic today."

This is the hope and the challenge of the San Francisco Youth Association and the youth council idea!

(Continued from page 367)

on the block. A sick, courageous city block; wanting better things but resigned somehow to not having much of anything. I remembered how the women had proudly shown their prize possessions, the kinds most of us take for granted: a vacuum cleaner that held first place in a dark little three-room flat, a new stove in a tiny upstairs kitchen—surprise for a woman just returning from a hospital—the gift of all gifts from her husband and ten-year-old son. Then there was a blue-glass topped coffee-table that had been a birthday gift from the boy friend. It sat in a cluttered dusty room, but there was no dust on that table!

Here were indaquately heated rooms, under leaky roofs; makeshift bathrooms without running water or basins, too small kitchens shared by four or five families living in crowded, poor rooms, but here and there modern gadgets had somehow been added. Somehow these stood out in my mind, for they seemed to be symbols of hope, of the will to live and keep struggling toward those "better things."

How shall I report all this at the meeting tonight? How can I make my neighbors seem real to this group from other neighborhoods in this great industrial city? How can I make them see how it is with folks who need so much and have so little—and make so little fuss about it? How can this visit become more than another report to be recorded and filed away?

Great talk goes on these days about the housing crisis. Promises are being made. The kids on that block will be needed — so badly needed. When they are men and women, will they too be living in shambles under leaky roofs?

Or will they? Could it be that some of the promises will be kept and that some of the city's dreams will come true?

(Continued from page 383)

immediate legislative program of the National Association for the Advancement of Colored People "is embodied in President Truman's message to Congress of February 2, 1948, in which he urged enactment of anti-poll tax and anti-lynching laws as well as measures for the banning of segregation in interstate transportation and for the establishment of a permanent Fair Employment Practice Commission." NAACP is also urging "legislation to ban segregation in the armed services, and will mobilize all [its] resources to prevent Congressional ratification of the Dixiecrat plan for segregated regional educational institutions."

The National Urban League stresses the need for safeguards against discrimination in the distribution and allocation of all welfare funds.

In the interest of an often neglected minority, the National Congress of American Indians urges legislation: to implement the comprehensive plan developed by the Department of the Interior for the rehabilitation of the Navajo-Hopi Indians; to provide "some simple and easy means" for the individual Indian to divorce himself from tribal affiliations without economic loss or jeopardy to the economic security of his tribe; to clarify Indian rights in Alaska; and to provide for gradual transfer to tribal authorities of control over their own tribal funds. The congress also suggests that legislators give more weight to Indian leadership in framing legislation for Indians.

Congress's new look and the apparent popular interest in strengthening our health and welfare services, offer good chances that some, at least, of these bright hopes may soon be realized.

For use in Library only

For use in Library only

I-7 v.84
Survey
Princeton Theological Seminary-Speer Library
1 1012 00323 8526